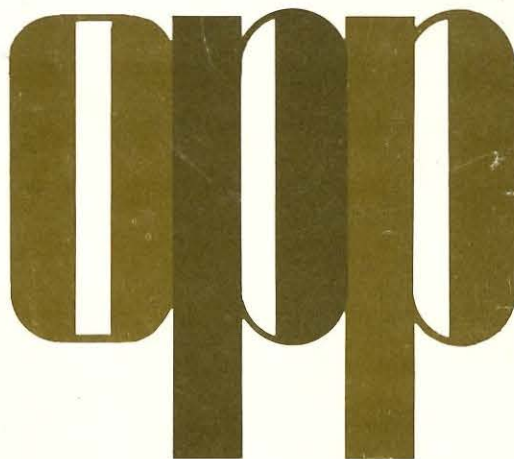
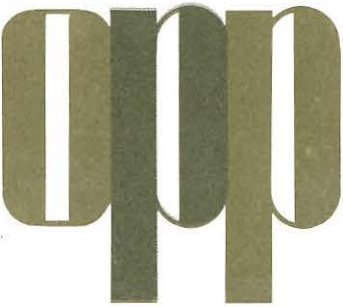


HT
395
.J8
I68
1967

A Regional Delineation for the State of Iowa

Prepared by the
Office for Planning
and Programming
State Capitol
Des Moines, Iowa
December, 1967





STATE OF IOWA

Office for Planning and Programming

STATE CAPITOL DES MOINES, IOWA 50319 TELEPHONE 515 281-5974

HAROLD E. HUGHES
Governor

FRANK M. COVINGTON
Director

December, 1967

Governor Harold E. Hughes
Office of the Governor
State Capitol
Des Moines, Iowa

Dear Governor Hughes:

I am pleased to submit herewith "A Regional Delineation for the State of Iowa." This report on Iowa's multi-county regions will be used as a tool in the planning, coordination, and administration of existing and future state services for the citizens of Iowa.

The report was prepared by staff member, Dr. Eber Eldridge, Consulting State Economist. Suzanne C. Jenks, Junior State Planner, provided editorial assistance to Dr. Eldridge.

Sincerely yours,

Frank M. Covington

Frank M. Covington

FMC:nh
Enclosure

A REGIONAL DELINEATION
FOR THE
STATE OF IOWA

Prepared by:
Office for Planning and Programming
State Capitol
Des Moines, Iowa

The preparation of this report was financially aided through a federal grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

TABLE OF CONTENTS

I. Report Summary	1
II. Multi-County Areas Recommended by the Office for Planning and Programming (Figure 1)	3
III. Introduction	5
IV. A Regional Delineation for the State of Iowa	7
Concept of Regions	
Need for Regions	
Why Have Multi-County Areas?	
How Would Multi-County Areas Be Used?	
V. Methods Used in the Determination of Regions	13
Summary of Previous Delineation Studies of Iowa	
Basic Assumptions	
Assumption Number 1	
Assumption Number 2	
Decision-Making Criteria	
Identification with a Focal Point	
Convenience of Citizen Consumer	
Productivity of Field Worker	
An Adequate Economic Base	
VI. Application of the Criteria -- Designation of Area Cities.	14
VII. Assignment of Counties to Multi-County Area.	20
VIII. Assignment by Identification	21
IX. Assignment by Economic Base.	21
X. Conclusion	25
XI. Bibliography	27
XII. Appendices	29
A -- The Basis for Inclusion of Selected Counties and Central Cities	
B -- Regional Statistics	

R E P O R T S U M M A R Y

Sixteen planning and administrative regions (along with sixteen service center area cities) have been delineated during the course of this study. (See Figure 1) These regions have been designed to meet existing and future needs for:

- A common geographic base for the planning, coordination, and administration of state services and programs.
- A base for regional planning, programming, and development -- through the identification of common problems, goals, and opportunities at the regional level, and through the integration of state and local development policies and goals.
- A base for the greatest utility of local resources through the identification and use of the most appropriate state and federal programs.
- Sub-units of a statewide information system.

Flexibility will be an important factor in the successful implementation of these planning and administrative regions. Although the regional boundaries presented in this report represent an optimal organization, continuing examination should be made to assure that these regions are able to perform the functions for which they were intended.

In the event that future modification of regional boundaries is found necessary as a result of operating experience, such modifications should involve entire counties. This would insure consistency in data, statistics, etc., which are generally compiled and maintained on a county basis.

To maintain flexibility for both initial boundary designations and any future boundary revisions that might be necessary, such designations (including area cities) should be established by executive order of the Governor rather than by means of legislation. Any future legislative action might be taken at such time as deemed feasible, following a thorough analysis of this regionalization concept in operation.

Beyond the structure of regional boundaries, flexibility in the administration of state services and programs must also be recognized. Although an ultimate goal may be to provide a fully developed staff and facility for every service in every region, this may not prove practical because:

- The need will vary among the several regions for the types of services required whether, for example, the region is urban or rural oriented, etc.
- The need will also vary for the emphasis or depth of service required in any one program area depending on regional economic conditions, educational attainment, income levels, etc.
- The absolute size of staff and facilities, and a region's requirements for such services, will depend upon the population and the geographic area to be served.
- The realistic and effective economies of scale of service among state agencies will also vary. For many agencies it would be impractical, both from an economic and performance standpoint, to operate sixteen regional offices.

In short, the following types of services might be located in the sixteen regional centers (area cities):

- Those services that require frequent contact between the citizen and the state agency providing the services; especially the young, the elderly, or the indigent.
- Those state services whose effectiveness is strongly influenced by face-to-face contact with the citizens; e.g., those related to human resource development, such as vocational rehabilitation, health services, employment services, parole services, etc.

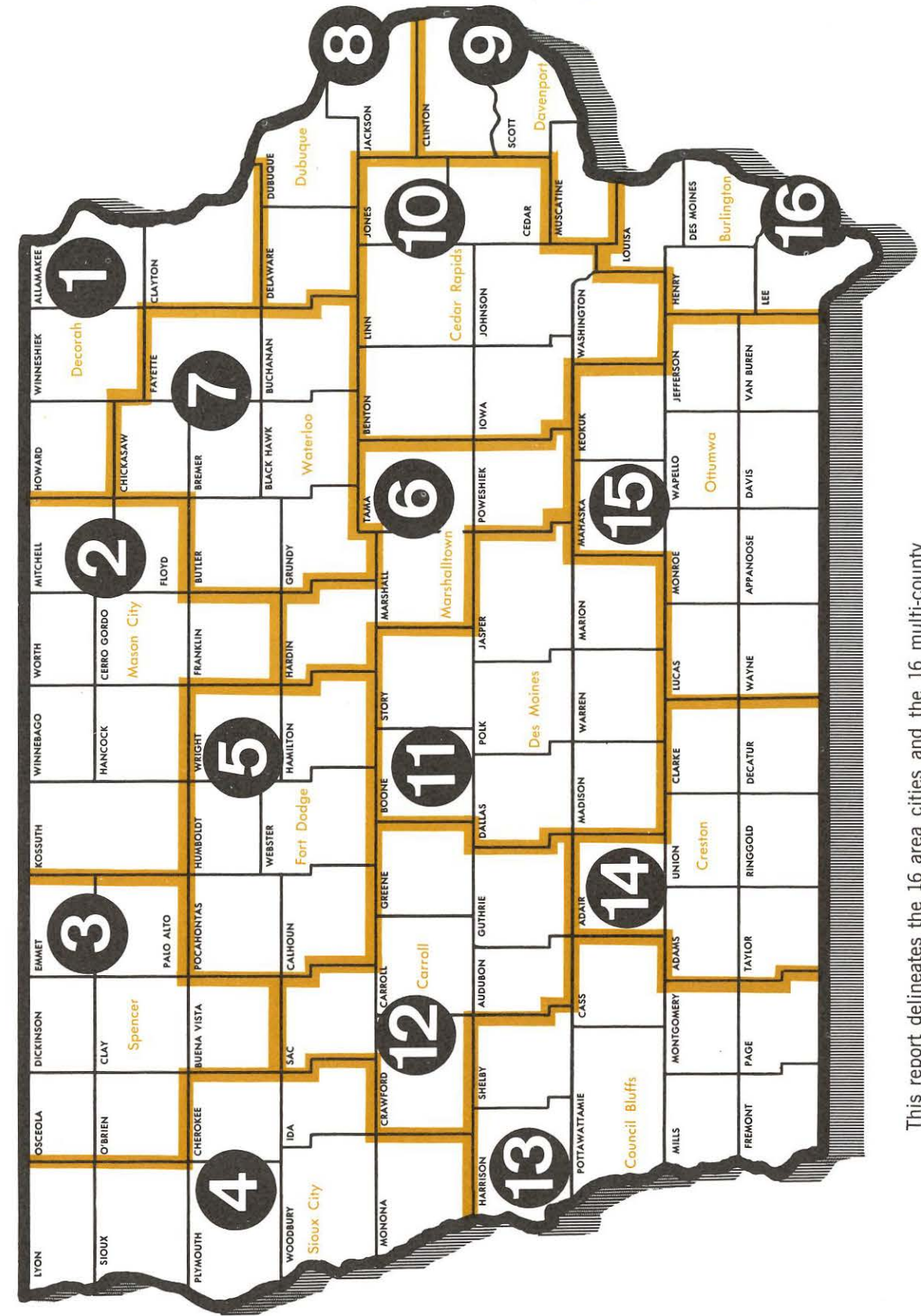
-- Those state services whose utility is dependent upon tightly-knit, area-wide cooperation and coordination.

For those state agencies that would not find it feasible to locate within each region, oversized facilities, located in established regional centers, capable of serving two or more entire regions effectively and efficiently, should be developed.

The sixteen area cities designated by this report are:

Area 1	Decorah	Area 9	Davenport
Area 2	Mason City	Area 10	Cedar Rapids
Area 3	Spencer	Area 11	Des Moines
Area 4	Sioux City	Area 12	Carroll
Area 5	Fort Dodge	Area 13	Council Bluffs
Area 6	Marshalltown	Area 14	Creston
Area 7	Waterloo	Area 15	Ottumwa
Area 8	Dubuque	Area 16	Burlington

Figure 1 MULTI-COUNTY AREAS RECOMMENDED BY THE OFFICE FOR PLANNING AND PROGRAMMING



This report delineates the 16 area cities and the 16 multi-county areas, as shown on this map to provide a common geographic base for planning and programming of Iowa's state services.

I N T R O D U C T I O N

To further streamline and simplify the complicated structure and processes of state government, Governor Harold E. Hughes introduced a new dimension of management techniques -- an executive planning agency in state government. The following is the Governor's statement of public policy with regard to planning issued on August 24, 1967:

It is public policy in the State of Iowa that a continuous and coordinated planning and programming function be maintained within the state government; that a planning and programming agency be located in the executive branch for that purpose; and that this agency shall advise, direct, consult, coordinate and harmonize the planning and programming activities within the state government; and shall promote more coordinated and effective planning at all levels of government within the State. The Office for Planning and Programming shall carry out this policy.

In accordance with public policy, acting on the responsibilities set forth in Executive Order Number Eight, the Office for Planning and Programming developed the concept of regionalization -- 16 Iowa multi-county regions containing 16 area cities to coordinate and harmonize planning and programming activities within state government.

The principle function of multi-county regions will be to facilitate the coordination of planning, programming and administration of state services.

It is anticipated that this delineation of regions, according to established criteria, will make state government services more readily available to the people. At the present time, 16,500 state employees serve 99 counties from a centralized base or core in the Capitol and from widely dispersed agency field offices. State agency field staff carry out programs on a local level, acting on directives from their agency. These field services are scattered at random throughout the State. Some agencies have delineated regions for their specific area of work, but no two delineations are the same.

The citizen consumer now travels to one agency field office for employment information, to another for health services, to still another for rehabilitation, old age assistance and other services. These state offices are either clustered around an urban center or located in, or near, the area where the field worker resides. Under these conditions, coordination of any phase of work involved is, at best, spasmodic.

The basic premise of this study is an effort to obtain improvement in the quality of state services; improvement in coordination; improvement in administration; improvement of the system which serves the people of Iowa.

The division of the State of Iowa into a logical arrangement of geographic regions, each containing an area city, each sharing common internal characteristics and capacities, will provide a framework for effective and efficient state government operations. Coordination in planning and implementing programs is then possible. Better communication between state, regional and local government units is another benefit of regionalization.

The ultimate test of the utility of these regions lies with the people. The main considerations for delineation were those criteria developed from studies of popular preferences as expressed in Iowans' social and economic behavior.

The regionalization concept as set forth in this report does not alter county lines, nor diminish the role and responsibility of the city or the county as a unit of local government.

This is a plan for coordination of existing state services, for planning of future state services, and for the regions to plan (as do TENCO, MIDCREST, NIAD, GROWTHLAND) for the optimum development of the region. The latter will be achieved by application of both state and federal programs to solve existing regional problems and to aid potential development of the region.

The 62nd General Assembly expressed the regionalization philosophy when speaking of future state services in terms of regional jails, area mental health clinics, area hospitals, area airports, area recreation services and area tourist attractions. As Iowa progresses economically, socially and politically, the present regional boundaries will, in all probability, change. Provision for change is included in the report which recommends flexibility of boundaries be maintained through delineation by executive order of the Governor rather than through rigid legislation. Boundaries may be fixed by legislative action at such time as they have proved to be of substantial value to state services operation, future area planning activities, and the citizen consumer.

Sections of this report describe:

- concept of regions;
- purpose of regions;
- criteria: how selected, applied and tested;
- methodology and procedure of delineation;
- delineation of regions and specific regions derived;
- flexibility of regions; and
- methods for continual evaluation of regional boundaries.

A REGIONAL DELINEATION FOR THE STATE OF IOWA

CONCEPT OF REGIONS

Iowa is not the first state -- nor will it be the last -- to designate multi-county areas for planning purposes. A neighboring state expressed the concept of regions in the following manner:¹

The concept of regions, geographic areas within which people share common bonds, such as joint goals, aspirations, and objectives, similar assets, problems, and resources, and connective political and social ties is, perhaps, as old as organized society.

Regions take on an almost infinite variety of patterns ranging from the political forms of international alliances to nations, states, counties, townships, municipalities. Similarly, physical regions -- which may or may not follow political boundaries -- vary from the "Western Hemisphere" to the "Great Plains" to a river basin or watershed or to a national forest. Social and economic regions are equally diverse -- from ethnic areas through "Nob Hill" and city ghetto and from the Common Market through national tariff barriers to regional and local trade centers.

Currently regionalization is construed as primarily concerned with economic considerations, but with consideration to the administrative, political, social, and physical factors. Increasing attention is being directed to economic and social programs which are "problem oriented" and which, by this approach, cut across and overlay traditional boundaries.

Federal, state, and local programs more and more are finding that a regional focus is a prerequisite to effective action. One White House Executive Order requires that federal programs be built around "planning regions" designated by the state.

Some Iowa state agencies are currently using multi-county areas (regions) to carry out their individual programs. Recent significant developments increasing the use of such areas are: (1) the establishment of vocational-technical schools and community colleges on a 16-area plan; (2) the establishment of multi-county area offices by Iowa State University Extension Service for programming purposes; and (3) an experimental multi-county area operation by the Employment

Security Commission. Many other agencies have expressed support for a common regional approach within the State.

NEED FOR REGIONS

The need for delineation of regions is demonstrated by present state agency "areas" or "regions" in Figures 2 and 3. No two agency delineations are the same, producing an uncoordinated pattern of overlapping services.

Communication between agencies is faulty under the present conditions. Actual planning, programming, and administration of services is hampered. Coordination of services is virtually non-existent.

Delineation of common regions makes coordination of planning, programming, and administration of services possible. This clear-cut delineation also makes it possible for the fieldman to administer programs effectively to those located in his area. It ensures prompt, convenient service to the citizen consumer who can expect to receive health services, tax advice, and any number of other services from the state all in one place, generally less than one hour from his home.

VOLUNTARY REGIONS

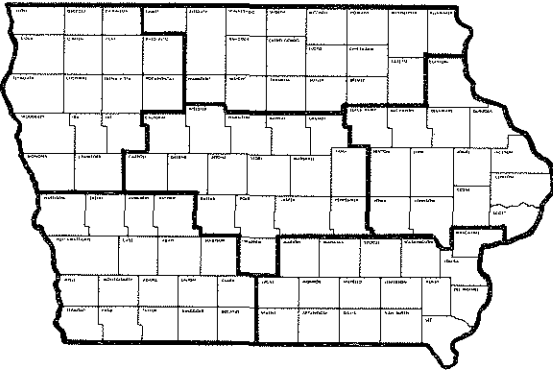
Several voluntary associations have emerged in Iowa in the last ten years on a multi-county basis. The first of these was TENCO in southern Iowa -- and the very fact that people would voluntarily join on a multi-county basis attracted nationwide attention. Others followed; NIAD in northern Iowa, MIDCREST in southwest Iowa, and GROWTHLAND in central Iowa. Each of these was an attempt on the part of the local people to join together to study, analyze, plan, and act for their mutual gain. The general philosophy is well expressed in the following editorial which appeared in the Adair County Free Press, February 9, 1966:

8-COUNTY AREA CAN DO SO MUCH MORE

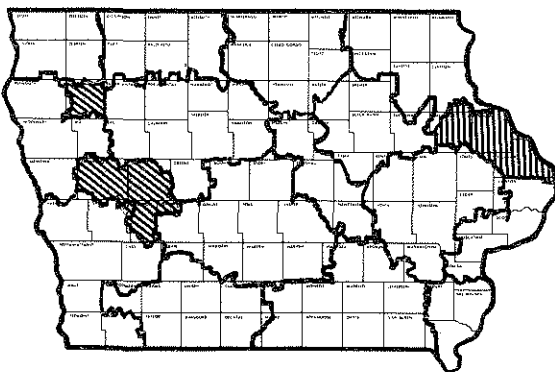
Area development is a rather new name in the news of Adair County these days, although it certainly is not a new idea. Ten years ago the idea of rural area development (RAD) was talked about here. The names of a couple of area developments, TENCO around Ottumwa and NIAD around Mason City, have become familiar to all Iowans in recent years. But it has only been in the last few months that area development has "jell-

¹"Minnesota Science" April, 1967.

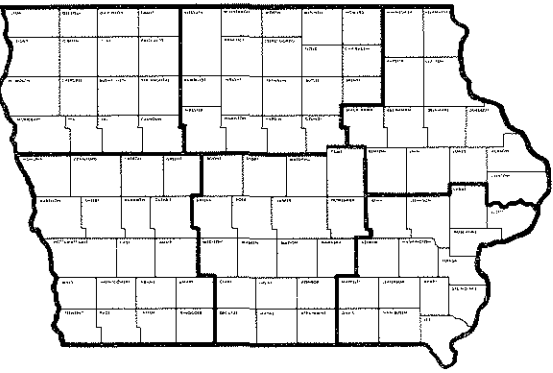
Figure 2 REGIONAL DELINEATIONS BY STATE AGENCIES



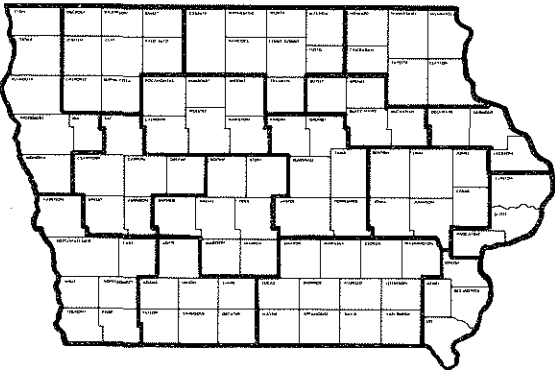
IOWA STATE HIGHWAY COMMISSION'S DISTRICTS



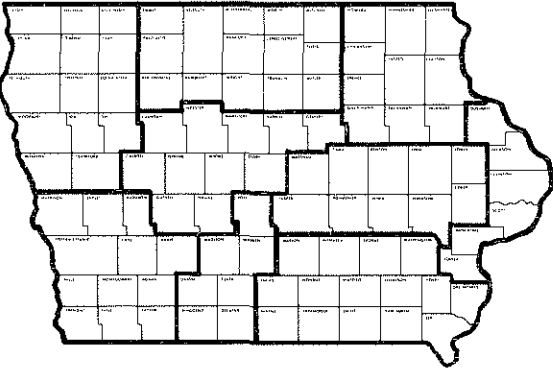
AREA COMMUNITY COLLEGES (ACC) AND AREA VOCATIONAL SCHOOLS (AVS)



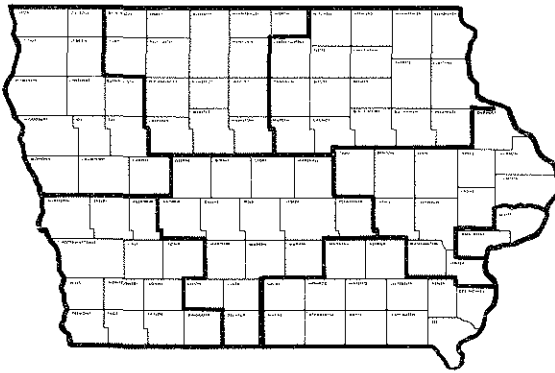
DEPARTMENT OF HEALTH REGIONS SERVED BY REGIONAL NURSE SUPERVISORS



COOPERATIVE AREA MANPOWER PLANNING SYSTEM AREAS (PLANNING AREAS)

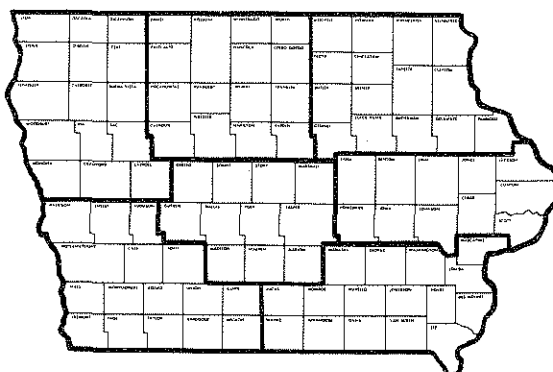


DEPARTMENT OF SOCIAL WELFARE REGIONAL DISTRICTS

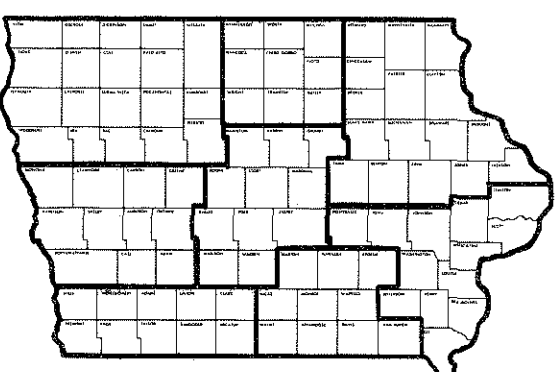


IOWA COMPREHENSIVE ALCOHOLISM PROJECT DISTRICTS

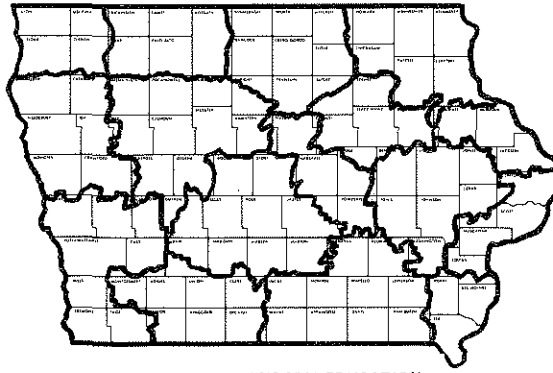
Figure 3 REGIONAL DELINEATIONS BY STATE AGENCIES



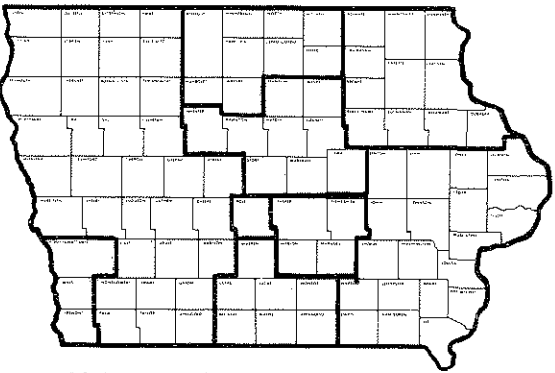
CONSERVATION COMMISSION OUTDOOR RECREATION REGIONS



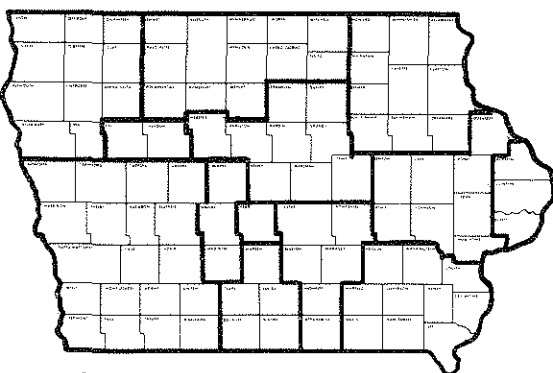
IOWA DEVELOPMENT COMMISSION PROPOSED TOURISM AREAS



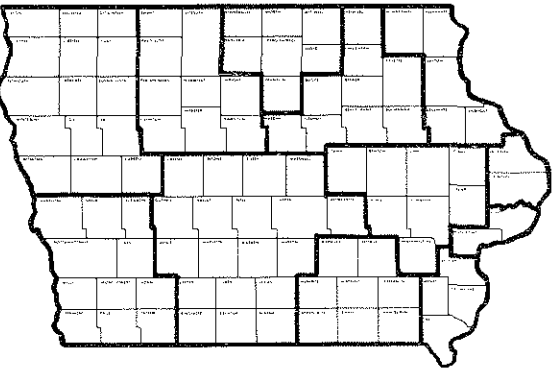
ELEMENTARY & SECONDARY EDUCATION TITLE II AREAS



BOARD OF CONTROL DISTRICTS SERVED BY JUVENILE PAROLE (GIRLS)



BOARD OF CONTROL DISTRICTS SERVED BY JUVENILE PAROLE (BOYS)



IOWA DEVELOPMENT COMMISSION ARTHUR D. LITTLE STUDY IOWA'S ECONOMIC DEVELOPMENT REGIONS

ed" into something more than talk as far as Adair County is concerned.

Now the county, through the Extension Service, is participating in an 8-county area development program. A leadership group of people from the eight counties met two weeks ago to get a program organized.

We expect to be hearing much more about area development in the months and years to come. Recent studies have brought out the fact that this southern Iowa area has some common problems that are bigger than one county. Mostly it boils down to the fact that modern farming requires fewer farmers, and since farming has been the prime mover of the economy here, fewer farmers has meant a declining population. Fewer people have, in turn, had an effect on business, on school enrollment, church attendance, and a hundred other things.

This matter of a declining population should not be taken as a sign that this area is in a depression. Such is not the case. Income per family is going up. Mere numbers of people do not guarantee prosperity. One only has to look at India or China to see that. Our decreasing population here does mean that we will see some changes in the way we go about getting the facilities and services that we want.

The multi-county area is a tool we can use to get the kind of life we want in spite of fewer people. It gives us a large enough economic base to buy high quality services, institutions, and recreation at a low cost. It gives us the chance to have the variety of services that our individual towns can't provide.

The multi-county area gives us a chance to compete more effectively in the effort to attract industry. Industry usually starts by looking at an area, before picking a particular community for a plant site. An area development organization can work to sell the area, knowing that development in any part will benefit the whole area.

This area approach to solving some problems will not mean that individual communities no longer will need to do their own planning and development. The watershed has been developed by soil conservation experts as a way of handling erosion and flood problems that are too big for the individual farmers. But this does not mean that soil conservation is not needed on the individual farms. So it is in the matter of area development. The large group can't replace the individual initiative, it can only supplement it.

A perfect example of how the area approach can work to help us can be

found in the area technical-vocational school which is just now being formed. Obviously a school which could offer training in as many as 50 trades would be beyond any of our present high schools or even an entire county. Lack of students and lack of money would doom any such local attempt in one of our rural counties. But by setting up an area school such as the Area 14 plan for eight counties, both the problems of finance and enrollment are solved without difficulty.

In this age when we are wanting more and better education, recreation, cultural activities and the like, it looks like area development is a good way to do the job. --EJS

The philosophy expressed in this editorial was reflected in the 62nd General Assembly discussions of "regional jails," "area hospitals," "area mental health clinics," "area airports," and "area recreation and park facilities."

Iowa's people have accepted the general concept or theory that many state services and facilities can best be made available to Iowans through a multi-county distribution of personnel, programs, and facilities. Although multi-county programs are accepted as inevitable (or a necessity), general acceptance of a specific set of area boundaries for all state services has not become a reality.

WHY HAVE MULTI-COUNTY AREAS?

No single set of multi-county areas can serve as a framework for every purpose, but a common geographical base is a vital first step for a study of problems, for establishing a framework for coordinated planning, and for effective administration and implementation of programs offered by the State. Questions concerning the efficient use of human and natural resources are real. To the extent multiple federal, state, and local programs needlessly duplicate each other -- or underutilize resources -- there is waste. Elimination of such waste is a long-term goal. Reduction of it is an intermediate and continuing objective.

Multi-county areas can become a tool for analyzing public needs, for policy planning, and for program implementation. As the total society becomes more diffuse, and as social and economic development programs become even more prolific at all levels of government, the need for a device to permit selective allocation of programs for the areas of greatest deficiency grows more urgent.

HOW WOULD MULTI-COUNTY AREAS BE USED?

The following are the specific purposes for multi-county area delineation of Iowa as visualized by the Iowa Office for Planning and Programming.

Purpose No. 1. Planning, Coordination, Administration of State Services.

This study was conducted with one primary thought regarding the use of multi-county areas -- Iowa's multi-county areas would provide a common geographic base for the planning, coordination, and administration of existing state services. There are now 130 departments, agencies, boards, and commissions forming Iowa's complex state government structure. Many of these units are now using diversified multi-county area offices to carry out their programs. A major internal criticism of state government is the lack of communication between these fragmented, compartmentalized units of government.

As the functions of state government become more complex, and as Iowa turns to new multi-county services such as regional jails, mental health clinics, hospitals, airports, parks, and recreation facilities, communication and coordination of plans and activities will become increasingly important at both the inception and the implementation stages.

Departmental planning done with little or no reference to factors outside the department is not comprehensive planning. For example, the identification of occupational training needs and the provision of such training, the supplying of employment information, job placement, and welfare programs are all directed at resolving or alleviating unemployment. Not one of these programs can be fully successful if each operates independently and without concern for the efforts of the others.

Similarly, if the state government of Iowa is to do its part in solving Iowa's development problems and to effectively capitalize on new opportunities, the administration and planning of the activities of agencies, departments, and commissions concerned with those objectives must be coordinated. Therefore, the primary purpose for multi-county areas will be planning, coordination, and administration of existing state services and future state services as they are activated.

Furthermore, coordination of the activities of existing field personnel offers potential for improved service plus elimination of duplication and waste. Planning and administration on a common area basis means that the joint use of field and clerical personnel becomes a feasible method to achieve program efficiency. If the field

worker's driving time is a maximum of one hour from the office, travel time can be minimized, and worker productivity improved.

Purpose No. 2. Establishing and Financing Future State Facilities.

The second purpose of multi-county areas is to provide a common physical location to improve the program efficiency of state services in each multi-county area. The citizen consumer in Iowa must now seek out related state services in different buildings, different towns, and different counties. The confusion, inconvenience, and inefficiency resulting is a discouraging burden on the consumer. This confusion and inconvenience would be eliminated if many state services could be established at one location in a multi-county area. It would also offer the possibility of shared personnel, equipment, and facilities between state services, thus reducing costly duplication.

The possibilities of area capital structures for state services cannot be ignored. When some future legislature provides these capital facilities for state services, the multi-county area and the area city location would appear to be a logical approach.

Other Related Purposes.

Although the purposes described above are the major purposes for multi-county areas, it was recognized that other purposes may assume increasing importance in the future. Some of these are:

Taking state government to the people. The establishment of 16 multi-county area state service centers would offer the possibility of bringing state government closer to the people. It would provide an increasing opportunity for the citizen consumer to participate directly in state government activities. The citizen consumer would become more aware of the programs and activities of the state government, and the state government would become more aware of the needs and the reactions of the citizen consumer.

With the establishment of a coordinated program of state services located in a state service center, the possibility of further involving county and municipal government officials with the planning and programming of state services would be greatly enhanced.

Multi-county areas for federal programs. In the climate of "creative federalism", federal departments are inviting more involvement of state governments in the coordination of federal programs. It is expected that federal programs calling for multi-county areas will use such areas previously designated by the state. If the state has not

designated multi-county areas, federal programs are inclined to create their own -- thus adding to the confusion resulting from a multiplicity of areas for varying purposes.

METHODS USED IN THE DETERMINATION OF REGIONS

SUMMARY OF PREVIOUS DELINEATION STUDIES OF IOWA

Four major studies relating to multi-county areas for Iowa have preceded this report. The first such study was conducted by Arthur D. Little, Consultants, Cambridge, Massachusetts, in December, 1962, under contract to the Iowa Development Commission. The study included a delineation of 11 multi-county areas in Iowa for "economic development" purposes.

The second study was conducted by the Iowa State Department of Public Instruction and was published in December, 1962. This study proposed 16 area education districts. The Department of Public Instruction study differed from other studies in that outer boundaries of the multi-county areas followed school district lines rather than county lines.

The third study relating to multi-county areas in Iowa was conducted by Dr. Karl A. Fox, Head, Department of Economics, Iowa State University, Ames, Iowa. Dr. Fox proceeded to identify the "functional economic areas in Iowa -- FEA's." However, Dr. Fox did not feel obligated to place all of Iowa's 99 counties in a multi-county area. Consequently, the Fox study leaves some counties unassigned. Henceforth, this study will be called the FEA study.

The fourth study relating to multi-county areas was conducted by Harold F. Wise, Robert Gladstone and Associates, Planning and Economic Consultants. This study was done under contract with the Iowa Office for Planning and Programming, and identified 16 multi-county areas in Iowa and 16 area cities.

The study conducted by the Office for Planning and Programming, which resulted in this report, draws from the concepts presented and data developed in the FEA study and the Wise, Gladstone study.

Each of the four studies rely on the common fundamental concept of "a focal point" or "central city." Although the number of such "central cities" varies, those designated are identical. Other report variations are found in area boundary delineation techniques because each report served a specific objective. Consequently, not only do resulting boundaries and areas differ with each other, but also with the areas presented in this report. None of the other studies were conducted with the same delineation objectives reported herein.

BASIC ASSUMPTIONS

Assumption Number 1.

For purposes of this study, it was assumed that counties could not be divided. Counties were to be kept intact and used as building blocks to form an area. In this respect, this study differs from that of the Department of Public Instruction, in which school districts were used as building blocks.

The primary reason for keeping the county lines intact and using the county as a unit, relates to data availability. Secondary data used in conducting studies, analyzing differences between counties, and examining economic indicators are available, in most instances, only on a county basis. Sub-areas within counties have difficulty obtaining sufficient data for meaningful analysis.

Assumption Number 2.

State lines were not to be crossed in forming areas. Although purchasing patterns, commuting patterns, and other social and economic criteria would indicate that state lines should be ignored (such as the Davenport-Moline area or Omaha-Council Bluffs area), it was assumed that political reality would not permit the organization of bi-state or tri-state areas for state services at this time, even though such an event might be desirable at some future date.

DECISION-MAKING CRITERIA

Four major criteria were used for making decisions about the number of multi-county areas and the boundaries of the multi-county areas in Iowa. These major criteria were: 1) identification with focal point or central place; 2) convenience of the citizen consumer; 3) efficiency of fieldworker; and 4) an adequate economic base.

Identification With A Focal Point.

A basic premise was that coordinated planning would have greater probability of success if existing patterns of social and economic behavior could be preserved. If the resident citizens now relate to the multi-county area, no attempt should be made to change this existing pattern. This was a major concept used in all four previous studies relating to multi-county areas. It was also the major delineation concept in this particular study. This criterion depends on

the ability to determine the compass direction toward which Iowa citizens relate for their social and economic activities. For example, if the people of one county relate to the east, this study attempted to determine this state of mind and place the county in the multi-county area compatible with the existing attitude of the residents. Purchasing patterns, commuting patterns, labor market areas, highway vehicle counts, newspaper-radio-TV coverage, and other indicators can be used to determine directions to which citizens relate.

Convenience of the Citizen Consumer.

Consumer convenience could be greatly increased if state services were located in the multi-county area and in one building in the city. One of the projects of this study is the designation of the area city. It was also believed that no citizen consumer in the State of Iowa should be more than one hour's driving time from the location of state services, if possible. The "one hour's driving time" was not entirely arbitrarily selected. Studies have indicated that workers will commute one hour from their residence to the location of their employment. Commuting patterns observed in the FEA study indicated approximately one hour from a central city. It was on this basis that the functional economic areas for Iowa were identified. This criterion (one hour's driving time) places an upper limit on the number of counties that can be assigned to one multi-county area.

Productivity of the Fieldworker.

The reasoning used to support the need for convenience of the consumer can also be used in regard to productivity of the field personnel employed to carry out state services where the state employee must travel to his clientele. Consumer protection inspection services and supervision of parolees are examples of such field services. If the driving time of the employees can be minimized, efficiency and productivity can be greatly improved. Again, the "one hour's driving time" appeared to fulfill this requirement.

An Adequate Economic Base.

It was assumed that a sufficient number of counties should be placed in a multi-county area to provide an adequate economic base (taxable valuation) to permit the citizens of the multi-county area to support those programs which are jointly financed by the state and local governments at reasonable per capita cost, should this be necessary.² This cri-

terion places a lower limit on the number of counties that can be assigned to one multi-county area.

APPLICATION OF CRITERIA

Area Cities Designated.

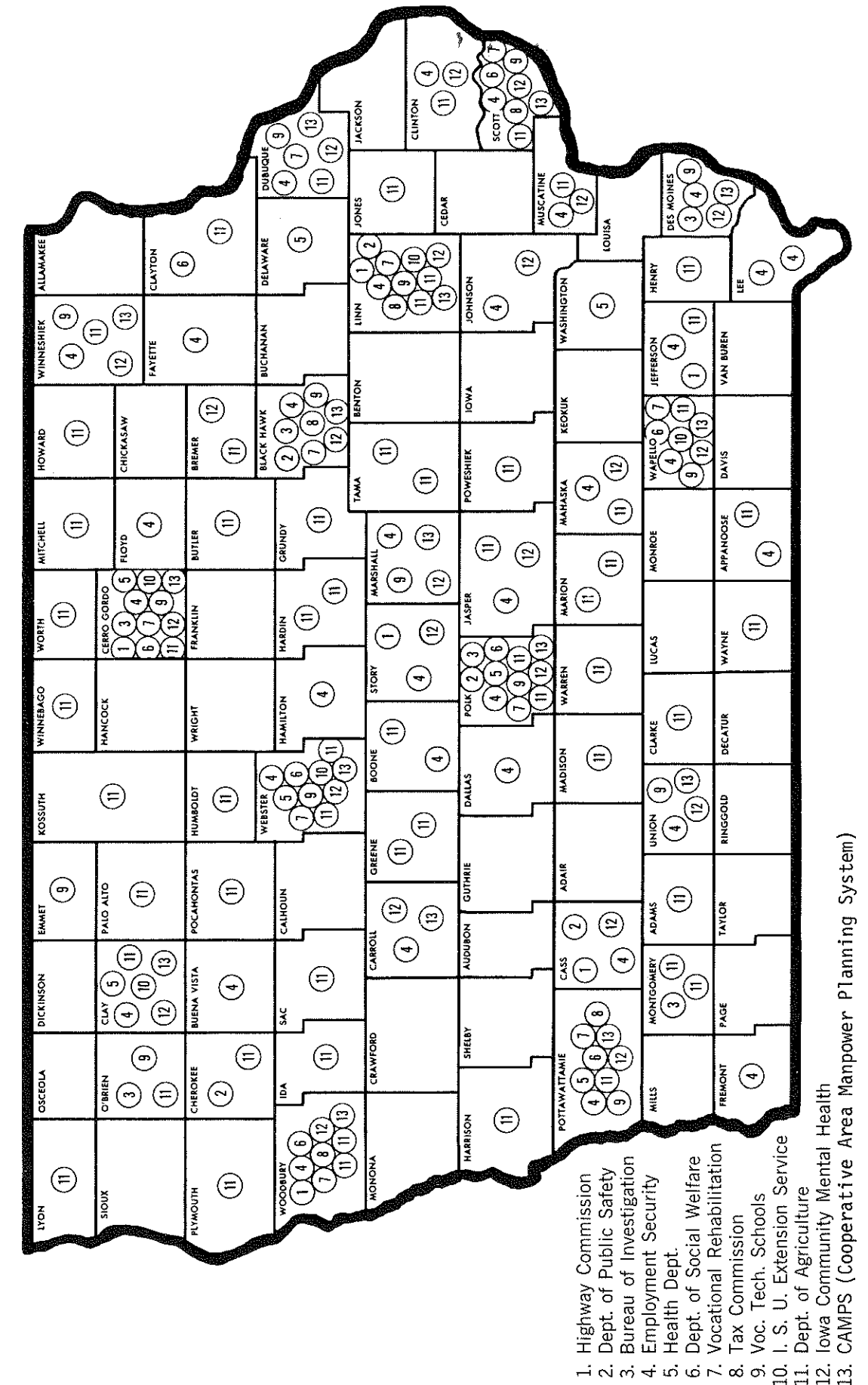
The first step was to designate the focal point cities, which will be called "area" cities in this report. Some state agencies have for many years used multi-county areas, multi-county offices, and multi-county personnel in order to more effectively carry out their programs. These agencies were asked the location of area personnel and area offices existing at the present time. Figure 4 gives this information for illustrative purposes only. It is not intended that all state agencies who have area activities be exhibited. Those shown in Figure 4 were randomly selected to observe whether or not a location pattern emerged. Figure 4 does show that some counties tend to have a location cluster of state services. For example, Cerro Gordo, Linn, and Polk counties are the location of area personnel for eleven of the thirteen services listed. Webster has ten and several counties have nine area service locations.

Figure 5 supports the conclusion that the counties possessing a clustering of state services are the counties which also have Iowa's major cities. A distinct grouping of state services occurs in Sioux City, Council Bluffs, Fort Dodge, Des Moines, Mason City, Waterloo, Cedar Rapids, Ottumwa, and Davenport. Nine major Iowa cities appear to be the "home" of many existing state services.

In order to answer the question of "identification," which was suggested as the first delineation criterion, Dr. Karl A. Fox's FEA study was used. In this study, Dr. Fox analyzed census data and charted labor commuting patterns. (Figure 6) He also studied purchasing patterns and the functional hierarchy of cities according to the city size.

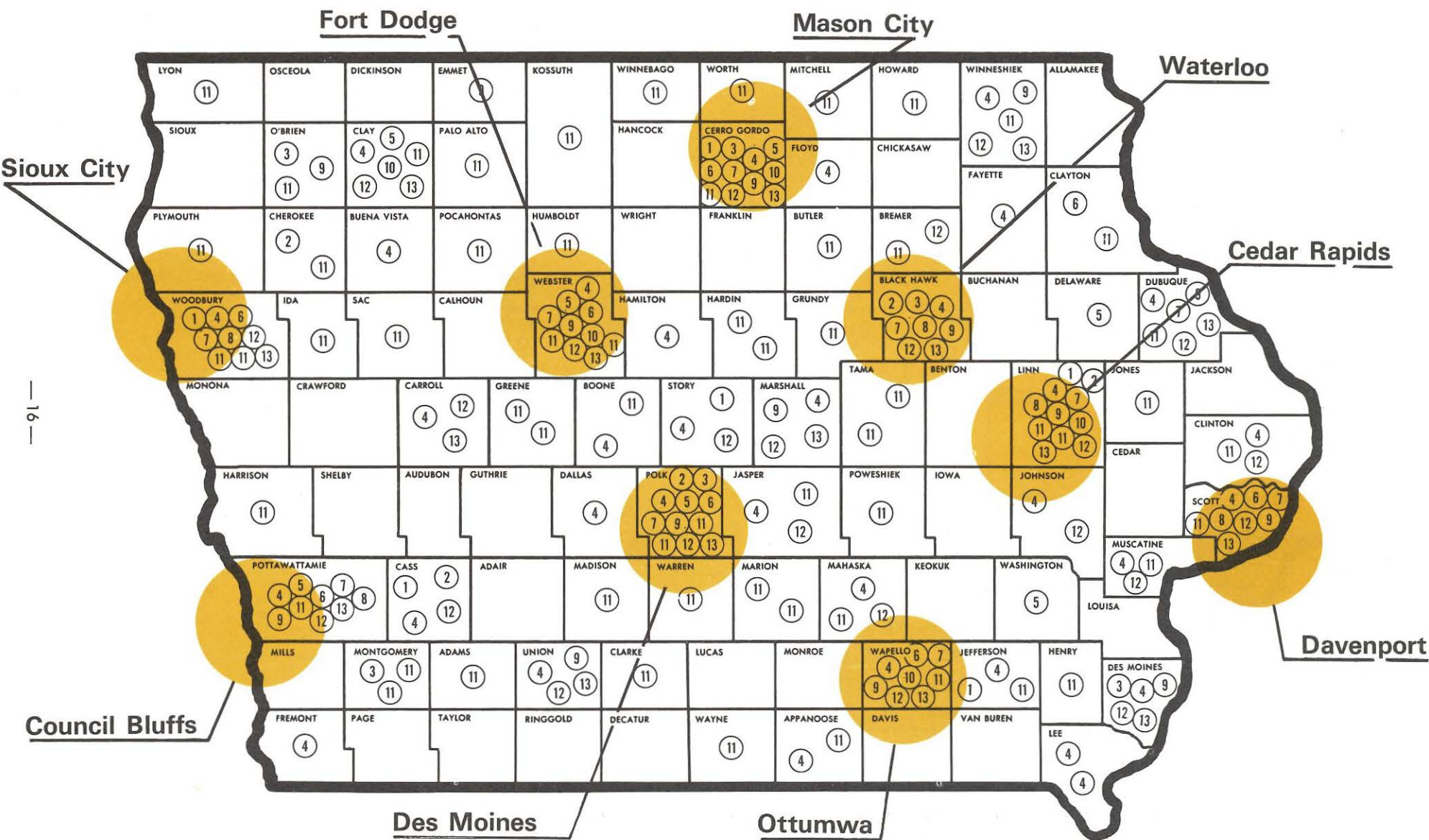
The FEA study conclusions produced a map of Iowa's functional economic areas. (Figure 7) Within each "tilted" square, Iowa residents tended to associate their social and economic behavior with the area's central city. One of the conclusions emerging from the FEA study suggests that the citizen consumers identify with a "central city" if they are within approximately one hour's driving time from the center. The FEA's in Iowa were drawn on this basis. (Figure 7)

Figure 4 EXISTING AREA LOCATIONS OF THIRTEEN STATE AGENCIES, 1967

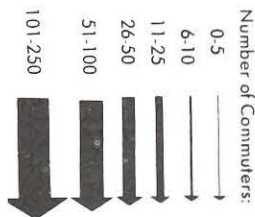


²This statement does not constitute a recommendation that local financial support be an integral part of planning for state services. Conversely, future development of state services will undoubtedly demand the development of a state program to equalize per capita costs in areas of low population.

Figure 5 CONCENTRATION OF STATE SERVICES IN MAJOR CITIES



This map indicates that a concentration of state service locations appear in nine major cities, identified by large circles.



The arrows indicate the number and direction of the commuters. The square represents one hour's driving time from Fort Dodge. The square is "tilted" because Iowa's rectangular road grid prevents diagonal travel — any point on the boundary of the large square is approximately one hour from Fort Dodge.

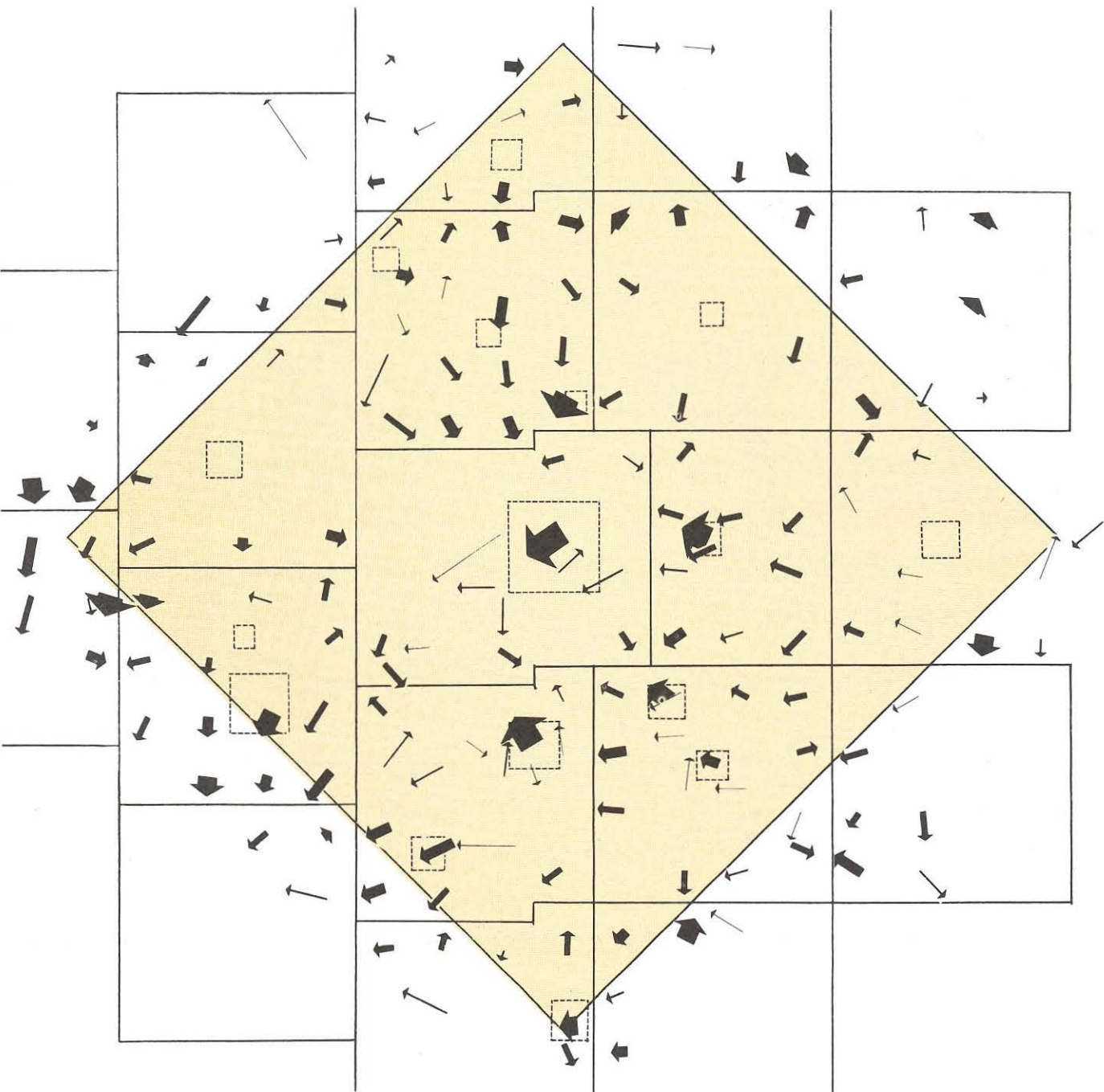


Figure 6 COMMUTING PATTERN IN THE FORT DODGE AREA

Figure 7 IOWA'S FUNCTIONAL ECONOMIC AREAS

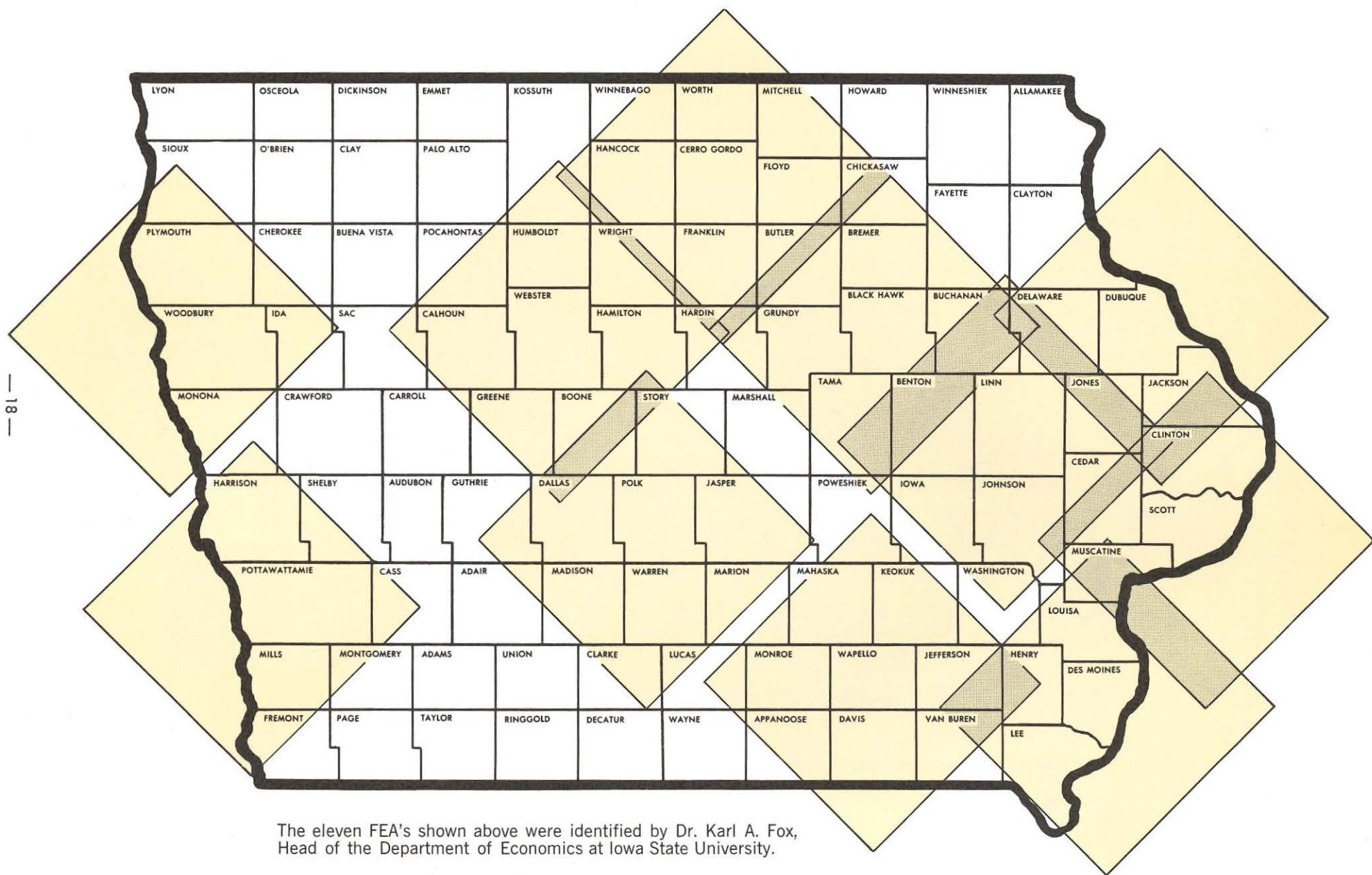
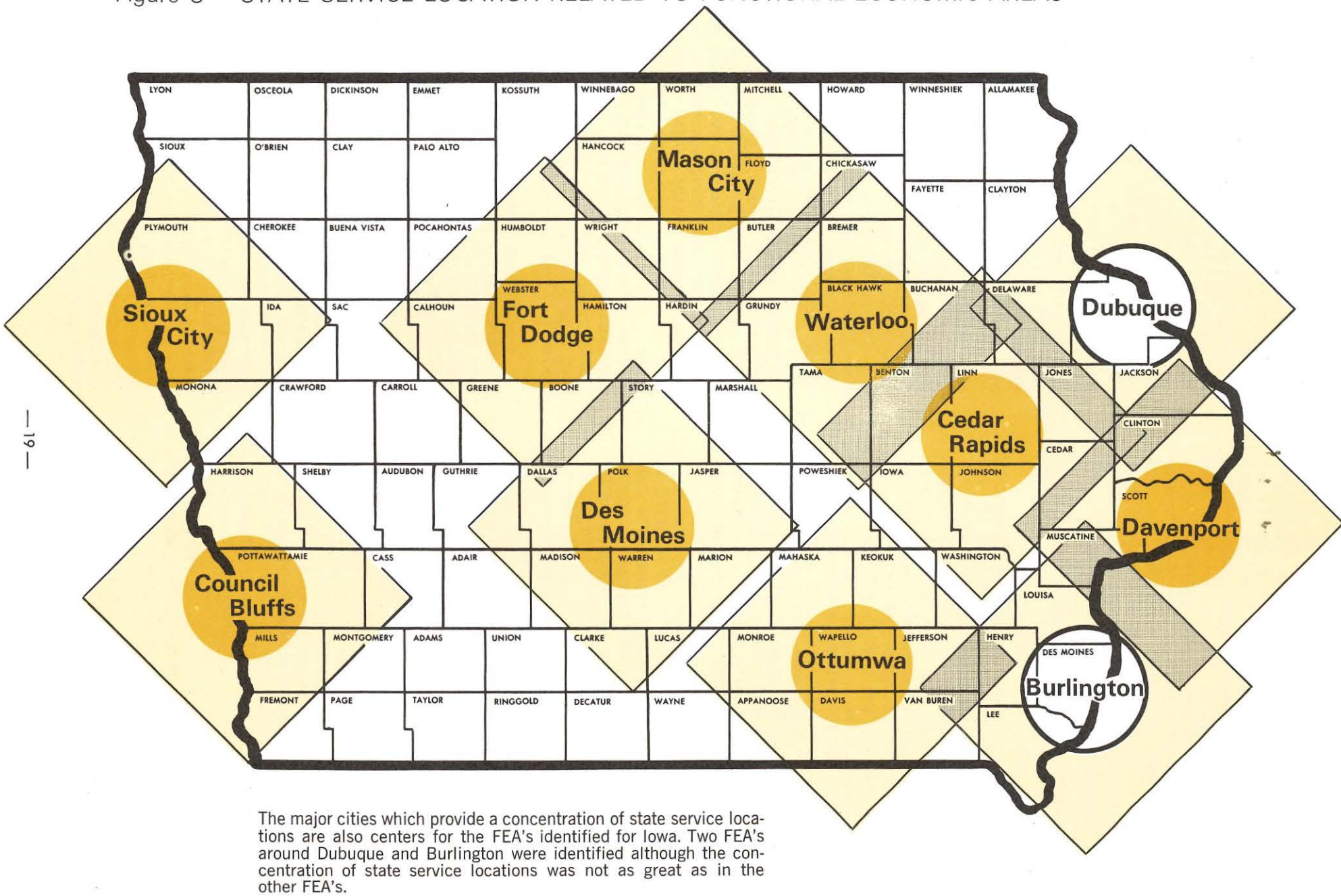


Figure 8 STATE SERVICE LOCATION RELATED TO FUNCTIONAL ECONOMIC AREAS



If the FEA study is used as an indication of identification, a comparison can be made with the areas of identification and the location of existing state services. By superimposing Iowa's functional economic areas over the map showing the area location of existing state services, the compatibility of the two separate observations becomes immediately apparent. Figure 8 shows that the nine cities which have a concentration of area state service locations are also "central cities" as determined by the FEA study.

In other words, these nine cities can be designated as "area cities" which meet the first criterion -- identification.

The FEA study permits the addition of two more cities which meet the identification criterion -- Dubuque and Burlington. (Figure 8) These two cities do not have the concentration of state services which was observed in the first nine major cities, but are cities of significant size. Both were named as central cities in an FEA and both appear to meet the identification criterion.

Therefore, eleven area cities can be listed which satisfy the identification criterion. These are: Sioux City, Council Bluffs, Fort Dodge, Des Moines, Mason City, Waterloo, Cedar Rapids, Ottumwa, Dubuque, Davenport, and Burlington.

Pursuing the first criterion, identification cannot provide additional answers, but there are large areas of Iowa which do not meet the second criterion -- one hour's driving time -- if only eleven cities are designated. If the second criterion is to be met, additional cities which are not in Iowa's FEA's must be named.

One of these -- Marshalltown -- can be quickly identified because of its size and economic activity. Area cities in the remaining areas must be selected primarily on the basis of geographic location, i.e., the additional cities must be so located as to permit the citizen consumer access to state services within approximately one hour's driving time.

If the citizen consumer will readily travel one hour from the outer boundary to the area city, two area cities will be two hours apart -- or approximately 95 miles. This distance would not be 95 miles on a diagonal -- rather it would be 95 miles on Iowa's rectangular road grid.

Using Fort Dodge and Sioux City as predetermined loci, Spencer can be identified as an area city which fulfills the second criterion in northwest Iowa. In addition, Spencer has economic activity in its favor -- having the largest wholesale and retail sales value

of any city in the area. Spencer is also the location of 5 of 13 state services previously mentioned.

Using Council Bluffs and Des Moines as predetermined loci, Creston can be identified in southwest Iowa in the same manner.

The 14 area cities identified in this manner do not fill the voids in west central and northeast Iowa. In order to complete the pattern which would provide state services within one hour's driving time of the citizen consumer, Carroll and Decorah were designated area cities primarily because of the geographic location of these two cities.

This methodology permits the naming of nine area cities with a high degree of confidence. As more cities are designated, the confidence of each successive selection diminishes somewhat from the previous one. Nevertheless, if the second criterion regarding driving time is to be satisfied, no less than 16 area cities can be used. These area cities are shown in Figure 9.

ASSIGNMENT OF COUNTIES TO MULTI-COUNTY AREA

As was previously reported, many of the existing state services are using multi-county areas in carrying out their respective programs. Some of the areas presently used were examined to determine if a pattern existed. While a pattern did emerge in the use of area cities, such a pattern was not observable when multi-county boundaries were considered. No two existing state services were found to use the same area boundaries. (Refer to Figures 2 and 3)

If each state service were, in fact, able to operate alone, totally independent of any consideration of other state services, there could be no criticism of an arrangement permitting state services to define its own area boundaries -- each differing from delineations by other services. However, if the objective of the State of Iowa is to coordinate services with joint use of state facilities and with a program planned in advance, we have an objective that is difficult to attain under ideal conditions. If, in addition, each of the state services were operating with a different geographical base, coordination and future planning becomes almost impossible. Therefore, one of the first requirements of coordination and effective planning is a common geographic base.

Although the existing condition is undeniably unsatisfactory for coordinated activities and future planning, it is understandable because of the difficulty of assigning counties to a multi-county area. Assuming

that the 16 cities have been designated as area cities, it is not immediately clear which of Iowa's 99 counties should be associated with each city. There are many counties which, from a standpoint of identification, are oriented in more than one direction or, in fact, in no direction at all. (See Figure 10) The counties illustrated in this figure are counties which have conflicting or no clear-cut orientation toward an area city. Kossuth County is an excellent illustration of this point. Citizens residing in the west part of Kossuth County have a western orientation. The citizens in the eastern part of the county are oriented toward Mason City, while those in the southern part of Kossuth County are oriented toward Fort Dodge. Because of the coverage of the Mason City TV, radio, and newspaper in Kossuth County, the decision was made to assign Kossuth County to the eastern multi-county area.

Lyon County has a clear-cut orientation towards Sioux Falls, South Dakota, for the majority of the county. The previously established assumption makes it necessary to assign Lyon County to some Iowa multi-county area. After examining consumer and employment patterns, economic data, and other factors, it was determined that Sioux City newspaper, radio, and TV served Lyon County more than any other Iowa newspaper, radio or TV. Because of this established communication linkage, Lyon County was assigned to the multi-county area containing Sioux City.

Hardin County is, in fact, oriented in four different directions. Because Marshalltown is geographically closer than Fort Dodge, Mason City, or Waterloo, Hardin County was assigned to the Marshalltown area.

ASSIGNMENT BY IDENTIFICATION

The pattern for the assignment of counties was similar to that followed when designating the area cities. The FEA study of Iowa was used to indicate the counties which were identified with one of Iowa's major area cities. (See Figure 7) Whereas many counties could be assigned by following this identification criterion, there are many counties which remain unassigned. By establishing area cities at Spencer, Carroll, Creston, Decorah, and Marshalltown, many of the remaining counties can be assigned to these area cities. However, there are still counties where the assignment by identification cannot be accomplished. These counties are the counties that are located some distance from a dominant Iowa city or midway between two dominant cities. This can be readily observed by placing the functional economic area map over the map indicating the problem counties. This clearly indicates that Iowa's major cities do carry an identifica-

tion which extends into the surrounding counties. (Figure 11) Where there is no dominant city, the identification with a major city becomes blurred and difficult to determine. Most of this identification stems from economic activity such as commuting for employment or for purchasing patterns of the consumer. Fortunately, however, the economic area is, for most purposes, also the functional sociological area.³ In most cases, the multi-county patterns for social activity are similar to those established for economic activity, although the timing of the emergence of these patterns can be different.

ASSIGNMENT BY ECONOMIC BASE

If the major criteria for multi-county delineation are identification with an area city and one hour's driving time maximum, then it becomes obvious that the economic base of the various areas cannot be equalized. It is also obvious that the taxable valuation in the area including Des Moines will be larger than the taxable valuation in the area in southwest Iowa around Creston. The amount of economic activity (both the commodity and non-commodity) in Des Moines precludes the possibility of equalizing the tax base of the two areas. However, the total tax base is not as important as the per capita tax base; and the per capita tax base in the Des Moines area is \$1,495 compared to the per capita tax base in the Creston area of \$1,634. There is less difference between the per capita tax valuation and the total tax valuation between the multi-county areas recommended for Iowa.

The one hour's driving time criterion follows from the logic that Iowa people in sparsely populated areas should have access to the same number and quality of state services as people living in the more populated areas. Therefore, it was determined that the availability and accessibility of high quality state services to citizens of Iowa were more important than the distribution of services according to population. Whereas most Iowa services are completely financed from state funds, there are some instances of programs and facilities which are partially financed by local people. Whether or not this practice will continue in the future is debatable; but since the possibility does exist, it was considered important to do whatever possible to minimize the differences in the tax base between the multi-county areas. Consequently, some of the counties which could legitimately be assigned more than one direction were assigned in a particular direction because of an attempt to minimize the differ-

³"Multi-County Units as a Basis for Domestic Change Programs," Dr. Ronald C. Powers, Iowa State University, Ames, Iowa, August, 1966.

Figure 9 LOCATION OF 16 AREA CITIES

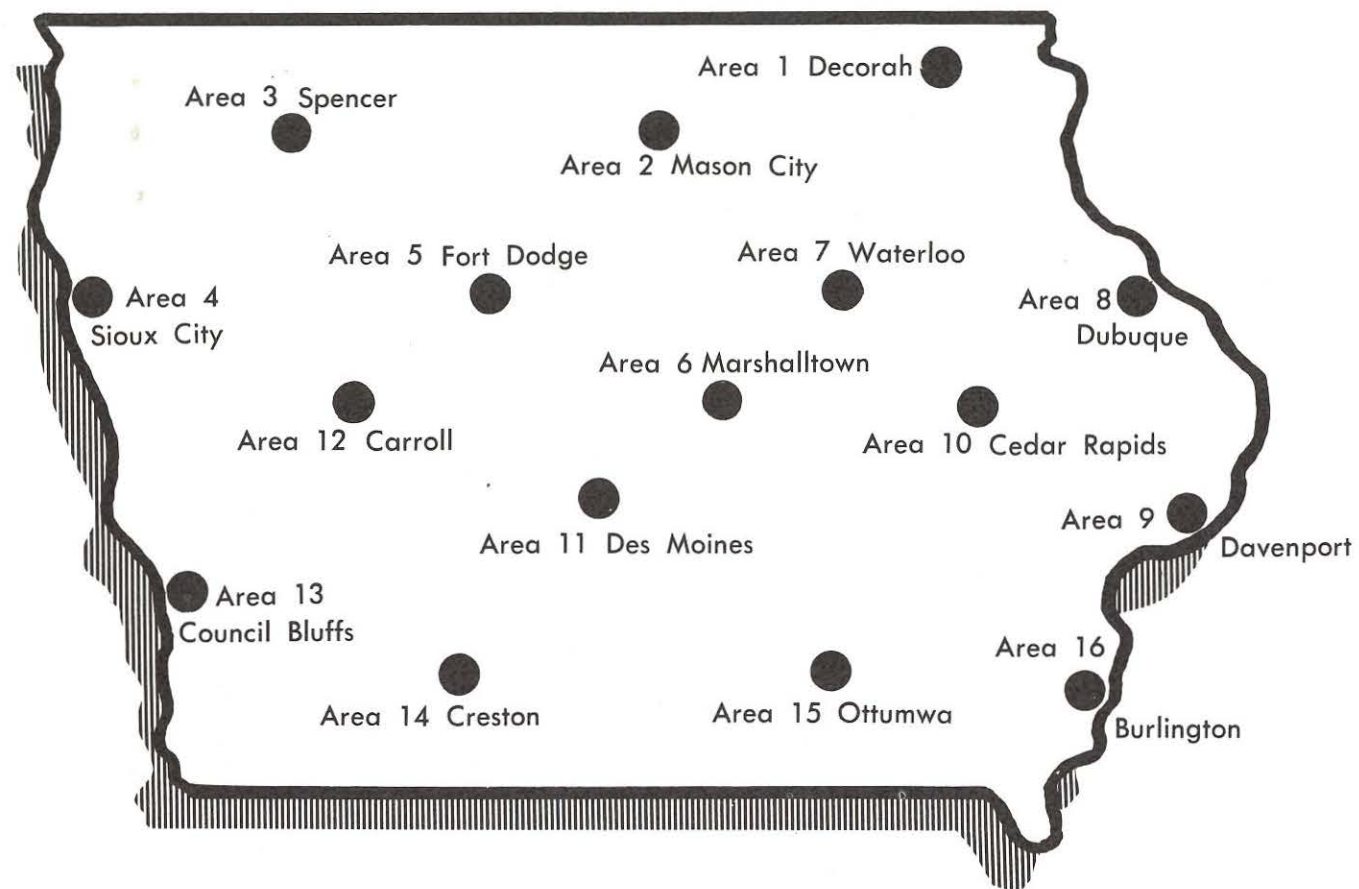
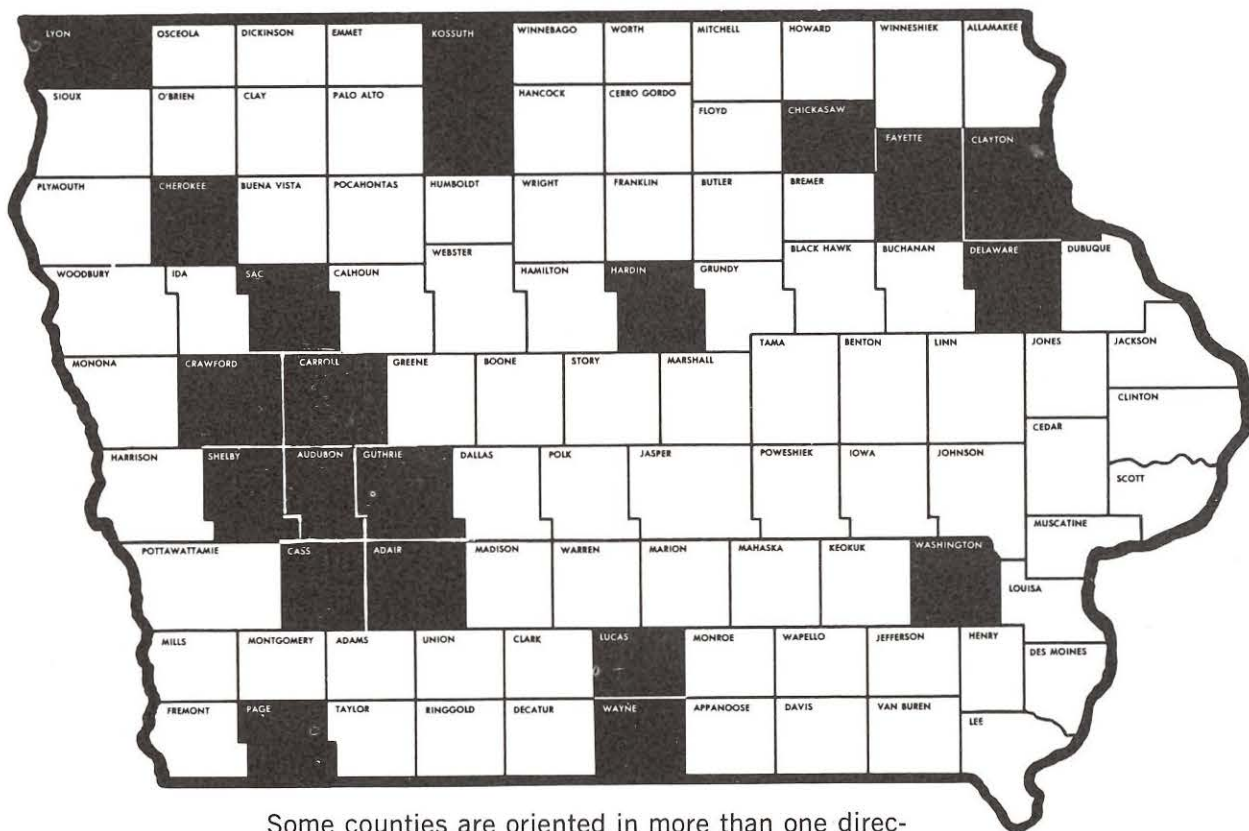
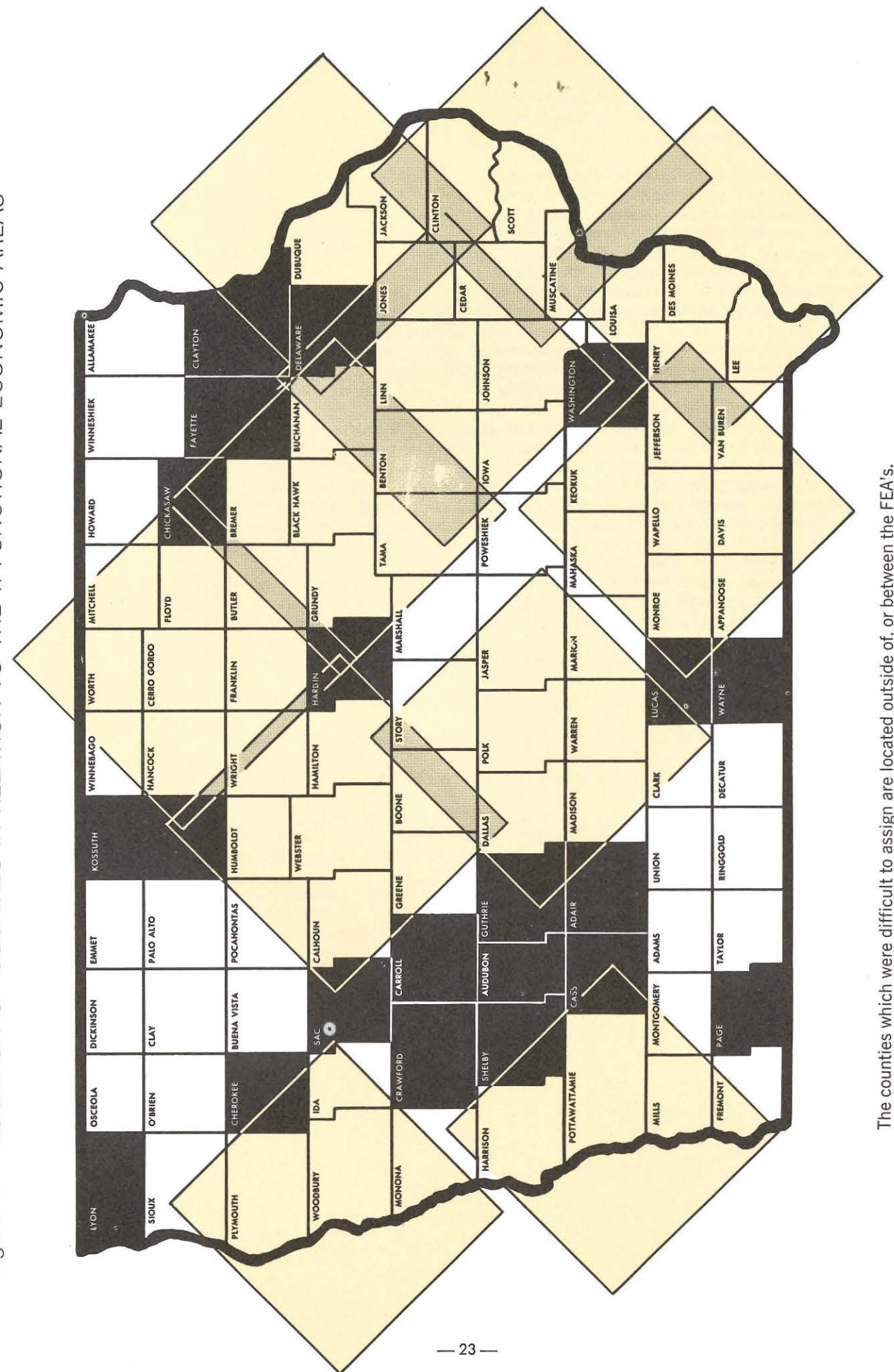


Figure 10 COUNTIES DIFFICULT TO PLACE IN AN AREA



Some counties are oriented in more than one direction. Some counties tend to orient toward centers located out of the state. These counties were difficult to assign, and a variety of indicators were used in the final decision.

Figure 11 LOCATION OF COUNTIES IN RELATION TO THE 11 FUNCTIONAL ECONOMIC AREAS



The counties which were difficult to assign are located outside of, or between the FEA's.

ence in the tax base. It was for this reason that Adair was assigned to the Creston area rather than to the Des Moines area. It was also for this reason that Clayton County was assigned to the Decorah area and Delaware was assigned to the Dubuque area.

The tax base of the particular area is not important if future state services are completely financed from state sources. However, even if they are not completely financed from state sources, it is quite possible for the state funds to equalize the cost of the state service or facility in all areas through a per capita equalization financing plan.

The nonfarm economic activity in some of Iowa's multi-county areas is not as aggressive as in other areas. It is also possible that the economic development of the state in the future might include the plan of deliberately increasing the state service investment into areas where nonfarm activity is lacking. The fundamental objective would be the increase of economic growth and development for the State of Iowa. Although this was not considered in this study as a primary objective of multi-county areas, it does, in fact, suggest a future use of multi-county areas which could determine the method of financing state services, state facilities, and capital improvements.

C O N C L U S I O N

The methodology described in this report resulted in the designation of 16 area cities and 16 multi-county areas to be used for coordination of Iowa's state services. (Figure 1) If the coordination of planning, programming, and administration can be achieved, a significant step will have been taken to further Iowa's future development.

The regional boundaries presented in Figure 1 have been delineated as the result of this study. These boundaries have been derived by an application of the criteria outlined in the report. The regions should be time-tested for optimum utility prior to establishment through legislation. For this reason, boundaries should be designated by executive order of the Governor until such time as the General Assembly deems it feasible to establish them by law.

The need for retaining flexibility of area boundaries can be seen if one considers the possibility that the following may occur: the future construction of a new highway which affects the one hour's driving time criterion. Another example might be shifts in population and/or the establishment of new industry affecting commuting patterns and identification with an area city. These instances are merely illustrative of one phase of region and area city operational problems that may arise with the passage of time.

To be in a position to identify changes in regional patterns and to respond in a logical and effective manner, the state should undertake continuing and/or periodic appraisals of regional boundaries and functions. Testing devices on the state level should review regional policies and goals, schedules, and accomplishments as these relate to state development policies, goals, and programs.

Included in a utility of regions review would be:

1. an examination of citizen participation as recorded in each state service center;
2. continuing citizen identification with area city;
3. availability of services;
4. impact of existing service methods; and
5. coordination effectiveness in all areas of planning, programming and administering state services.

If modification of regional boundaries is found necessary as a result of evaluations, such modifications should involve entire counties. This would insure consistency in data, statistics, records, etc., which are generally compiled and maintained on a county basis.

B I B L I O G R A P H Y

Arthur D. Little Consultants, Cambridge, Massachusetts. *Regional Development and Economic Opportunity in Iowa*. Iowa Development Commission, 1962.

Fox, Dr. Karl A., Iowa State University. *Change and Community Adjustment: The Metamorphosis of Rural America*. Ames, Iowa, 1967.

Iowa State Department of Public Instruction. *Education Beyond High School Age -- The Community College*. Prepared for the Sixtieth Iowa General Assembly, 1962.

Powers, Dr. Ronald C., Iowa State University. *Multi-County Units as a Basis for Domestic Change Programs*. Ames, Iowa, 1966.

Wise, Gladstone and Associates, Planning and Economic Consultants, Washington, D. C. *A Regional Delineation for the State of Iowa*. Office for Planning and Programming, 1967.

A P P E N D I C E S

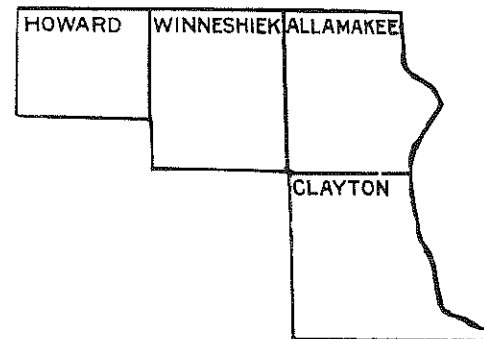
APPENDIX A

THE BASIS FOR INCLUSION OF SELECTED COUNTIES AND CENTRAL PLACES

REGION 1

The primary social, economic, and commercial relationships of the four counties comprising Region 1 did not appear to be with central places in Iowa, but with larger cities in Minnesota and Wisconsin.

Howard, Winneshiek, Allamakee, and Clayton Counties were incorporated into a region to provide convenient and efficient state services and programs and to establish a functional, internally identifiable, decision-making unit. After investigating the inclusion of Chickasaw and Fayette Counties, it was concluded that the major orientation of these two counties was toward Waterloo. Clayton County's orientation is toward the south for the southern third of the County. However, it was included in Region 1 in order to give a larger tax base to the area.

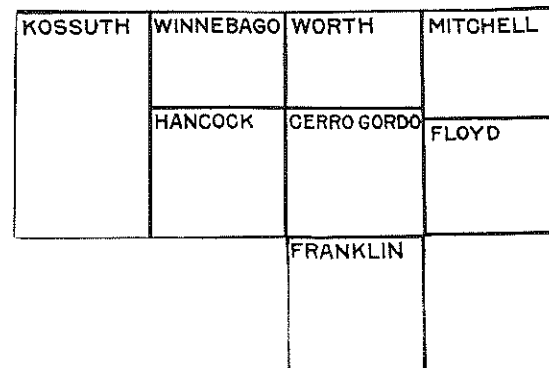


REGION 2

With the exception of Kossuth County, Region 2 represents a tightly defined regional unit.

In prior attempts at regional delineation, Kossuth County was assigned to either a region centered on Mason City, or to a western region, focusing on the Estherville area. The current study found difficulty in choosing between the Fort Dodge area and the Mason City area, as Kossuth County's largest city, Algona (pop. 5,700), is located midway between these two central places.

The final decision to assign Kossuth County to Region 2 was influenced by the fact that the majority of the County's population was within Mason City's television coverage area; within *The Mason City Globe Gazette* circulation radius; and proximate to roadways providing easy access to Mason City. It was found that Mason City offered more powerful "attractive forces" to the people in the remainder of the County, than did the Fort Dodge area.

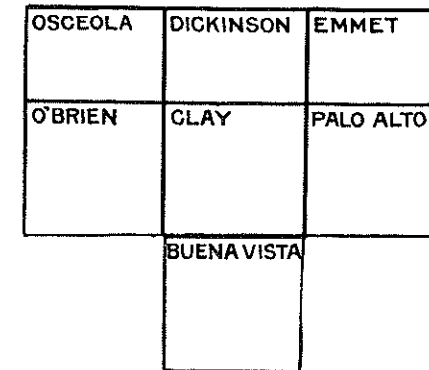


REGION 3

All seven counties in Region 3 are independent; predominantly rural-farm in nature and generally unattached -- both physically and economically -- to any urban region. Counties such as these, with only marginal interaction with other areas, should comprise a separate, generally homogeneous region.

Clay is the most urban of the seven counties, in which the City of Spencer (pop. 9,000) is at the geographic center. Spencer is the largest city in the Region, easily accessible from the other six counties. The *Spencer Daily Reporter*, a daily and Sunday newspaper with a circulation of nearly 6,000, is distributed in the majority of the Region.

Application of the opportunity theory¹ proved moderately successful in supporting Spencer as the regional center.

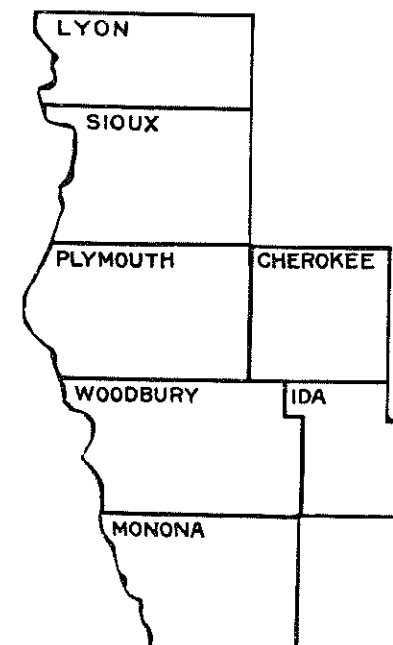


REGION 4

The basis for inclusion of the peripheral counties in Region 4 were as follows:

Cherokee and Ida Counties are within the Sioux City television and newspaper coverage area. Highway access to and from Sioux City is satisfactory for the citizens of both counties. Inclusion was further justified by the general application of the gravity model theory.²

Lyon and Sioux Counties are also within Sioux City's television and newspaper coverage areas and are provided excellent accessibility via Interstate Route 29 and Federal Highway 75. Sioux City's size, social and economic forces, and its general community-of-interests made it the only central place in Iowa that could effectively serve these counties.



¹Opportunity Model Theory: The opportunity model theory states that as a trip or interaction originating in a particular area moves farther away, there are increasing opportunities for it to be satisfied, and hence a decreasing likelihood that it will continue to a destination area farther away.

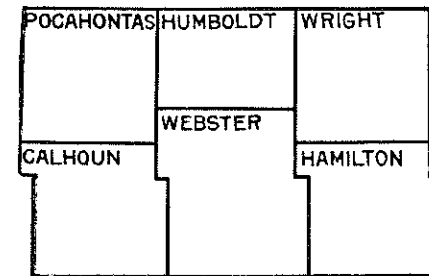
²Gravity Model Theory: The gravity model theory states that the potential for interaction between one central place, or area, and all others in a particular geographic area is a direct function of the size of the central places and an inverse function of the distance between the central places.

REGION 5

No major questions arose in structuring Region 5.

Boone County was not included due to the proximity, gravitational and other attractive offices, and the extended community-of-interest in Des Moines.

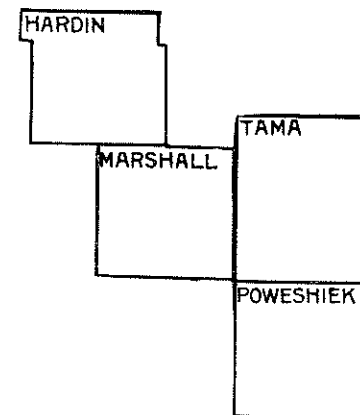
Greene County was not included because its urban and urbanizing concentrations are more proximate and accessible to the City of Carroll in Region 12.



REGION 6

The four counties in Region 6 could possibly be assigned to existing regions. The rapidly expanding City of Marshalltown (pop. 22,500), however, with its widening community-of-interest in the area between Des Moines, Fort Dodge, Mason City, Waterloo, and Cedar Rapids, and the growing potential for common identity and an effective decision-making base, made Marshalltown a logical choice for the central place of a relatively small but growing urbanized region.

The population concentrations of Hardin, Poweshiek, and Tama Counties are more proximate and accessible to Marshalltown than any of the surrounding central cities. Although television coverage is through Des Moines stations, *The Marshalltown Times-Republican* provides broad coverage (more than 14,000 circulation) throughout the Region.

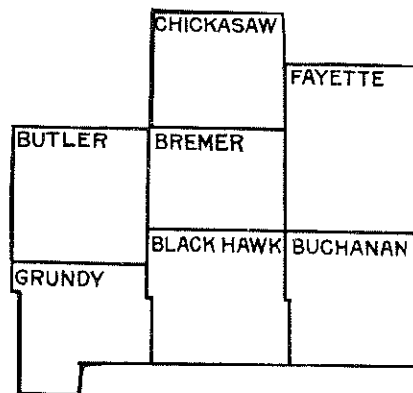


REGION 7

The basis for inclusion of two peripheral counties in Region 7 were as follows:

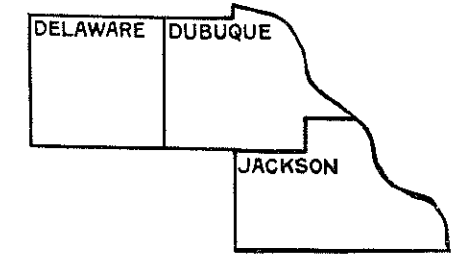
Although geographically closer to Decorah, the "gravitational pull" from the Waterloo area much more strongly affects the people of Chickasaw and Fayette Counties. Both counties are within range of Waterloo television stations and are served by *The Waterloo Daily Courier*. Access from these counties to the Waterloo area is good.

With nearly 40 percent of the Fayette County population classified as "urban," assignment to the Waterloo area was much more appropriate than assignment to a highly rural-farm area such as Region 1.



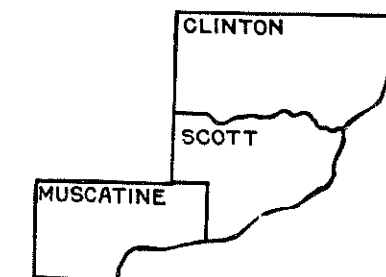
REGION 8

Although Dubuque is the dominant city in the region, there is not a clear-cut orientation toward Dubuque by the west half of Delaware County and the southern third of Jackson County. Because of the economic influence of Dubuque and the existing highway pattern, it was concluded that these three counties should be assigned to Region 8. Local radio stations and *The Telegraph Herald* bring these counties well within Dubuque's community-of-interest.



REGION 9

The three contiguous counties comprising Region 9 -- Clinton, Scott, and Muscatine -- share many direct and indirect social, economic, and physical interrelationships. Access to the central city of Davenport is satisfactory from all population concentrations within the Region. All three counties share common television coverage from Davenport and are served by *The Davenport Times-Democrat*.

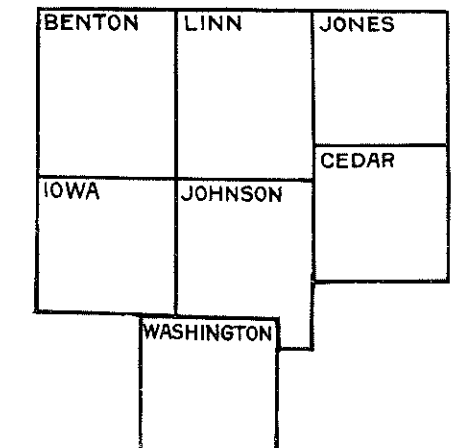


REGION 10

The basis for inclusion of the peripheral counties in Region 10 were as follows:

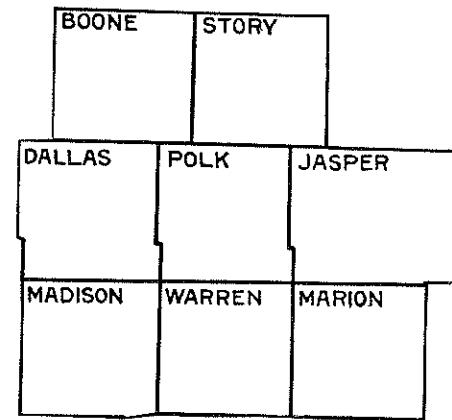
Benton and Jones Counties were included because of the proximity and accessibility of their respective population concentrations to Cedar Rapids. The extended community-of-interest and "gravitational pull" of the Cedar Rapids area as opposed to Waterloo and Dubuque, and the inclusion of these counties in Cedar Rapids television and newspaper coverage areas further enhanced this assignment.

Washington County was assigned to Region 10 because of its accessibility to the Iowa City-Cedar Rapids area. The more effective gravitational forces of Cedar Rapids, as compared with the region centered at Ottumwa, was another criterion in the definition of this Region. Washington County's inclusion in the Cedar Rapids television coverage area and in *The Cedar Rapids Gazette*, *The Iowa City Press-Citizen*, and *The Daily Iowan* service radii, further justified this assignment.



REGION 11

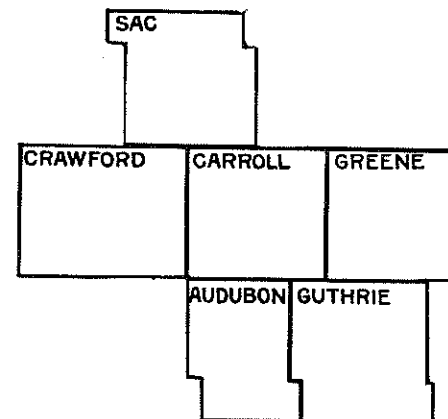
The dominant influence in this Region is the City of Des Moines. All of the counties in the Region are clearly within Des Moines' community-of-interest. Economic patterns demonstrate this influence and highway developments will undoubtedly increase the orientation toward Des Moines.



REGION 12

In previous studies of regional delineation, the "independent" counties in this Region were treated in a variety of ways, ranging from assignment to the surrounding regions, to no treatment at all, to inclusion in the configuration suggested here. If the "one hour's driving time" criterion is to be used, a region must be constructed from these counties although no dominant city exists and the counties have very little relationship with each other.

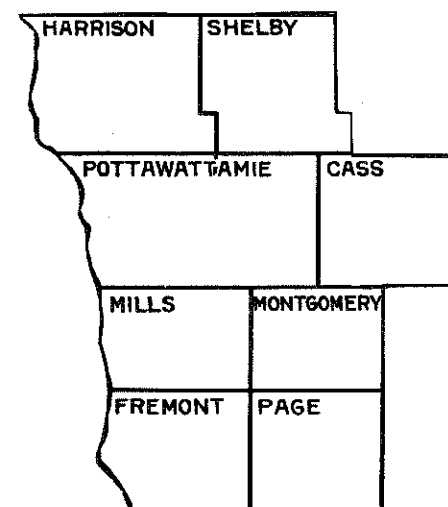
The City of Carroll was designated as the area city primarily because of its location in the area, and its location relative to Sioux City, Fort Dodge, Des Moines, and Council Bluffs. Carroll has no locally operated television station, but its newspaper, *The Carroll Daily Times Herald*, circulates through much of the Region. Part of Guthrie County is in the Des Moines influence area, but it was added to this Region in order to increase the Region's economic base.



REGION 13

Page County represented the only problem in structuring Region 13. Upon analysis, it was found that the gravitational pull from the Council Bluffs-Omaha area affected the people of Page County to a greater degree than did the forces of any other central place.

Page County's high percent of urban dwellers, the accessibility to Council Bluffs from Shenandoah (pop. 6,500) and Clarinda (pop. 5,900), the County's largest cities, and its inclusion in Council Bluffs' television and newspaper coverage areas further substantiated its assignment to Region 13.



REGION 14

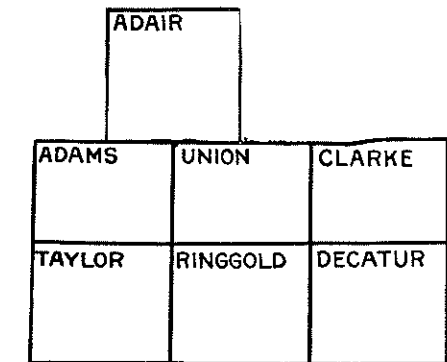
Region 14 is composed of seven "independent" rural counties.

The City of Creston was selected as the Region's area city because of its size (pop. 7,700), its central location, and accessibility from the remainder of the Region. The City's progressive thought, illustrated in part by its planning efforts, and the existence of a daily newspaper, *The Creston News Advertiser*, which is circulated through most of the Region, further enhance this selection.

Clarke County and Adair County represent the only major problems in regional assignment. Clarke County's proximity and improved accessibility to Des Moines via Interstate Route 35, and its growing urban population (40 percent in 1960), pointed strongly toward its inclusion in Region 11.

Clarke County's socio-economic interrelationships and its rural-farm character, as well as its proximity to Creston, however, prompted its initial inclusion in Region 14. If further testing or changing urbanization patterns indicate a growing attachment to the Des Moines area, reassignment should be considered.

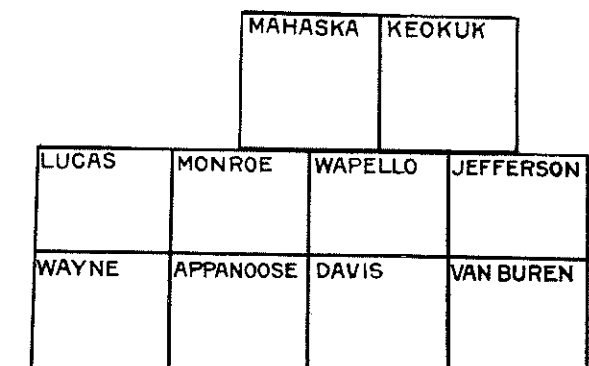
A similar logic was used in placing Adair County in this Region. The south half of Adair County is oriented toward Creston, but the Interstate 80 development gives rise to orientation problems in the north half of the County. Both counties are needed in this area to provide an adequate economic base.



REGION 15

The ten counties comprising Region 15 are basically rural-farm in character and share many social and economic opportunities and goals. Served by Ottumwa television KTOV-TV and by *The Ottumwa Courier*, information, both in content and in tone, is distributed on a common basis throughout the region.

Although the western-most counties are not proximate to Ottumwa, easy access via principal highways and the general homogeneity of the population led to the assignment of these counties to Region 15.

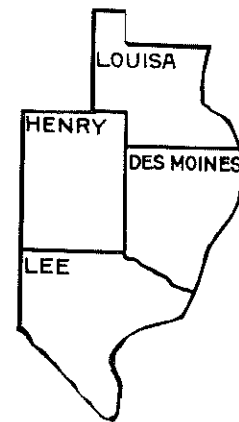


REGION 16

No difficulties arose in assigning Louisa, Henry, Des Moines, and Lee Counties to Region 16. With the exception of Louisa County, the remaining counties share many socio-economic trends and characteristics.

Although common television coverage does not extend throughout the region, *The Burlington Hawk-Eye* provides common newspaper coverage.

Accessibility to Burlington from all points in the Region is good.



APPENDIX B

REGIONAL STATISTICS

	1960 Population	1965 Taxable Valuation of All Realty	1963 Gross Area Product
<u>Region One:</u>			
<u>Central City</u> Decorah	6,435		
<u>Counties:</u>			
Allamakee	15,982	\$ 20,656,600	33,610,338
Clayton	21,962	33,013,506	42,299,303
Howard	12,734	20,370,324	28,066,018
Winneshiek	21,651	30,130,544	48,399,850
TOTAL	72,329	\$104,170,974	152,375,509
<u>Region Two:</u>			
<u>Central City</u> Mason City	30,642		
<u>Counties:</u>			
Cerro Gordo	49,894	\$ 86,027,971	137,877,800
Floyd	21,102	41,680,980	55,346,440
Franklin	15,472	34,367,930	37,271,169
Hancock	14,604	36,900,741	34,982,982
Kossuth	25,314	62,266,940	55,824,151
Mitchell	14,043	24,450,005	30,761,093
Winnebago	13,099	26,958,676	26,846,187
Worth	10,259	22,959,464	22,451,393
TOTAL	163,787	\$335,612,707	401,361,215
<u>Region Three:</u>			
<u>Central City</u> Spencer	8,864		
<u>Counties:</u>			
Buena Vista	21,189	\$ 42,022,143	51,865,936
Clay	18,504	43,949,109	39,993,928
Dickinson	12,574	30,626,535	28,132,211
Emmet	14,871	29,138,365	34,858,300
O'Brien	18,840	39,335,466	41,995,231
Osceola	10,064	21,321,444	25,301,170
Palo Alto	14,736	35,095,346	27,886,909
TOTAL	110,778	\$241,488,408	250,033,685
<u>Region Four:</u>			
<u>Central City</u> Sioux City	89,159		
<u>Counties:</u>			
Cherokee	18,598	\$ 39,673,025	45,074,060
Ida	10,269	24,209,106	22,898,182
Lyon	14,468	34,562,701	31,484,565
Monona	13,916	30,391,766	30,182,191
Plymouth	23,906	49,572,518	52,280,442
Sioux	26,375	49,302,767	56,363,650
Woodbury	107,849	130,695,761	274,873,178
TOTAL	215,381	\$358,407,644	513,156,268

Region Five:	1960 Population	1965 Taxable Valuation of All Realty	1963 Gross Area Product
Central City Fort Dodge	28,399		
Counties:			
Calhoun	15,923	\$ 40,724,122	32,479,215
Hamilton	20,032	45,326,378	49,685,167
Humboldt	13,156	29,154,039	32,480,025
Pocahontas	14,234	37,641,818	29,096,858
Webster	47,810	76,726,593	139,157,004
Wright	19,447	42,476,304	52,688,861
TOTAL	130,602	\$272,049,254	335,587,130
Region Six:			
Central City Marshalltown	22,521		
Counties:			
Hardin	22,533	\$ 44,113,630	58,090,932
Marshall	37,984	58,728,405	117,144,584
Poweshiek	19,300	37,693,573	43,950,451
Tama	21,413	46,168,832	47,104,792
TOTAL	101,230	\$186,704,440	266,290,759
Region Seven:			
Central City Waterloo	71,755		
Counties:			
Black Hawk	122,482	\$182,908,049	322,928,569
Bremer	21,108	35,665,968	50,793,839
Buchanan	22,293	32,769,414	45,554,224
Butler	17,467	32,044,520	35,503,214
Chickasaw	15,034	26,995,151	35,338,208
Fayette	28,581	44,775,608	62,834,743
Grundy	14,132	40,337,777	33,080,978
TOTAL	241,097	\$395,496,487	586,033,775
Region Eight:			
Central City Dubuque	56,606		
Counties:			
Delaware	18,483	\$ 33,925,522	43,008,411
Dubuque	80,048	103,673,302	207,280,455
Jackson	20,754	31,154,645	46,041,091
TOTAL	119,285	\$168,753,469	296,329,957
Region Nine:			
Central City Davenport	88,981		
Counties:			
Clinton	55,060	\$ 90,797,690	171,265,370
Muscatine	33,840	45,394,450	78,772,338
Scott	119,067	190,650,195	343,683,863
TOTAL	207,967	\$326,842,335	593,721,571

Region Ten:	1960 Population	1965 Taxable Valuation of All Realty	1963 Gross Area Product
Central City Cedar Rapids	92,035		
Counties:			
Benton	23,422	\$ 49,907,373	51,850,442
Cedar	17,791	39,688,829	41,736,665
Iowa	16,396	28,298,172	37,698,642
Johnson	53,663	80,583,273	193,678,024
Jones	20,693	32,516,256	45,295,807
Linn	136,899	220,201,099	438,731,502
Washington	19,406	37,033,680	46,490,911
TOTAL	288,270	\$488,228,682	855,481,993
Region Eleven:			
Central City Des Moines	208,982		
Counties:			
Boone	28,037	\$ 46,114,381	59,433,674
Dallas	24,123	41,709,980	60,123,204
Jasper	35,282	58,561,466	106,751,689
Madison	12,295	20,891,246	29,536,000
Marion	25,886	32,146,517	56,384,565
Polk	266,315	385,359,244	842,325,167
Story	49,327	72,427,024	111,847,899
Warren	20,829	33,776,601	50,205,557
TOTAL	462,094	\$690,986,459	1,316,607,755
Region Twelve:			
Central City Carroll	7,682		
Counties:			
Audubon	10,919	\$ 24,331,976	22,609,817
Carroll	23,431	44,396,588	52,287,095
Crawford	18,569	38,921,929	38,513,399
Greene	14,379	36,210,388	32,293,208
Guthrie	13,607	23,670,706	28,302,225
Sac	17,007	37,534,964	38,607,029
TOTAL	97,912	\$205,066,551	212,612,773
Region Thirteen:			
Central City Council Bluffs	55,641		
Counties:			
Cass	17,919	\$ 32,077,273	46,195,090
Fremont	10,282	24,804,748	22,568,273
Harrison	17,600	31,973,070	37,197,693
Mills	13,050	23,008,709	26,778,970
Montgomery	14,467	25,436,140	34,290,963
Page	21,023	32,736,992	50,556,005
Pottawattamie	83,102	107,740,025	218,580,483
Shelby	15,825	34,453,374	34,954,529
TOTAL	193,268	\$312,230,331	471,122,006

<u>Region Fourteen:</u>	<u>1960 Population</u>	<u>1965 Taxable Valuation of All Realty</u>	<u>1963 Gross Area Product</u>
<u>Central City</u> Creston	7,667		
<u>Counties:</u>			
Adair	10,893	\$ 22,190,847	24,563,943
Adams	7,468	14,937,407	16,317,289
Clarke	8,222	11,984,224	16,465,095
Decatur	10,539	12,813,856	20,311,264
Ringgold	7,910	13,364,084	15,071,836
Taylor	10,288	18,950,022	21,941,796
Union	13,712	18,592,540	30,164,141
TOTAL	69,032	\$112,832,980	144,835,364
<u>Region Fifteen:</u>			
<u>Central City</u> Ottumwa	33,871		
<u>Counties:</u>			
Appanoose	16,015	\$ 18,174,273	30,624,713
Davis	9,199	12,865,075	18,663,753
Jefferson	15,818	26,868,233	38,534,141
Keokuk	15,492	25,114,260	31,314,319
Lucas	10,923	14,426,196	21,455,181
Mahaska	23,602	37,210,466	51,901,326
Monroe	10,463	9,718,846	19,082,561
Van Buren	9,778	12,864,648	19,475,932
Wapello	46,126	51,132,840	138,714,635
Wayne	9,800	14,379,615	20,471,198
TOTAL	167,216	\$222,754,452	390,237,759
<u>Region Sixteen:</u>			
<u>Central City</u> Burlington	32,430		
<u>Counties:</u>			
Des Moines	44,605	\$ 58,416,930	121,756,560
Henry	18,187	28,221,323	44,662,742
Lee	44,207	58,372,998	117,403,866
Louisa	10,290	20,324,617	21,268,987
TOTAL	117,289	\$165,335,868	305,092,155
<u>GRAND TOTAL</u>	<u>2,757,537</u>	<u>\$4,586,961,041</u>	<u>7,090,879,674</u>

STATE LIBRARY OF IOWA



3 1723 02090 3563